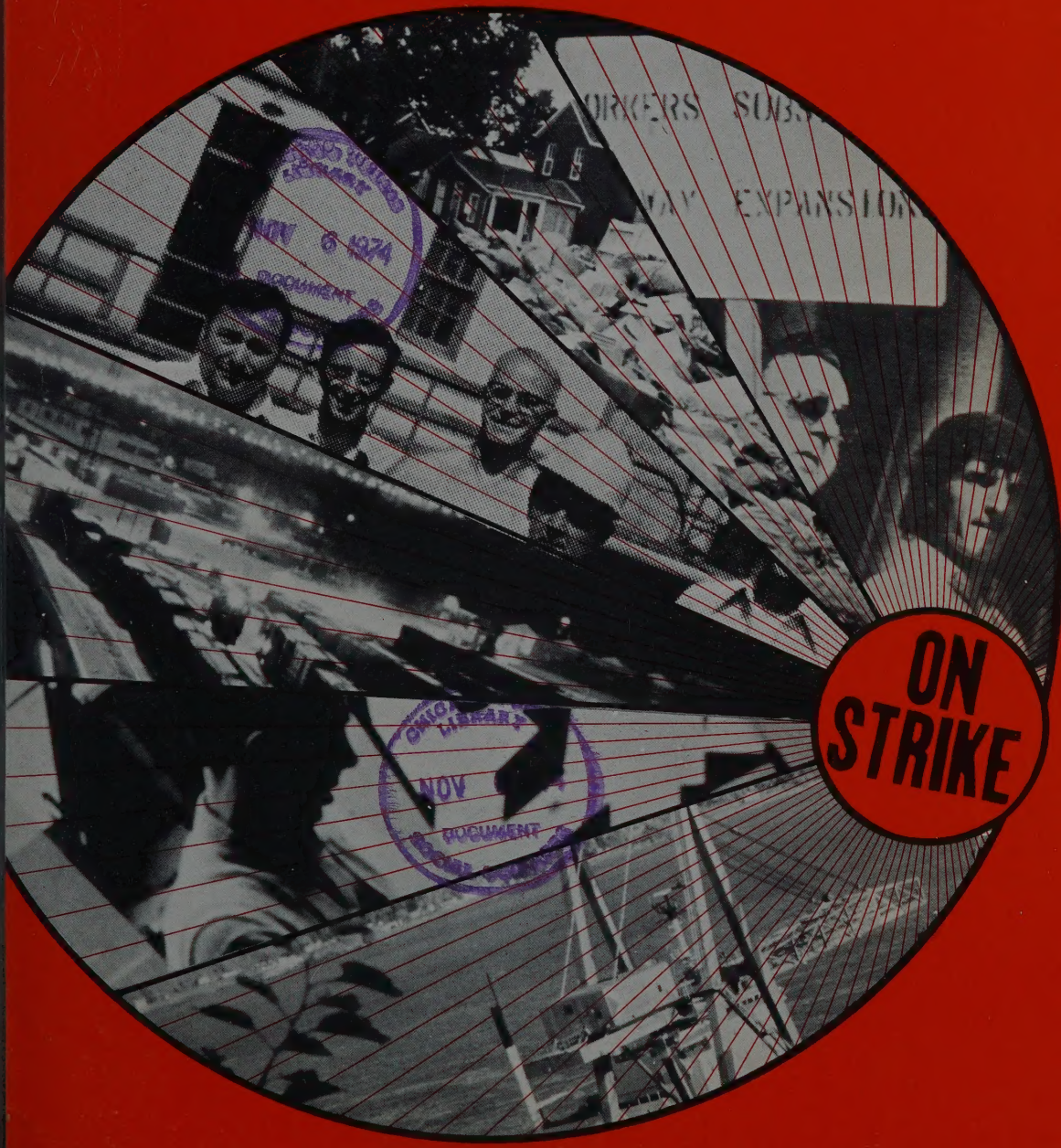
TEMBER 1974

THE LABOUR GAZETTE



The proverbial man in the street is increasingly fed up with the disruptions growing out of labour disputes. The public clearly wants to see some action taken, either by the parties themselves or by government, to reduce the incidence of such disruptions. See: Strikes and Their Alternatives in Essential Services.

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Labour Canada Travail Canada

LABOUR DAY MESSAGES

John Munro
Minister of Labour

The effectiveness of labour-management relations is of vital concern to all Canadians. It is also a source of worry for many Canadians.

Most of us are well aware of how easily certain dispute situations can have harmful residual effects on people and on economic sectors not directly involved; we can all recall instances in which the unfortunate social and economic "fall-out" has done nothing to improve either the record or the image of our system of industrial relations.

We in the Department of Labour can in no way guarantee that confrontation between groups won't at times be unreasonable, and even damaging. But neither can we calmly accept that disruptive conflict will always be with us to strain the economy and our society. We cannot be complacent about this state of affairs.

Fortunately, these concerns for the quality of our industrial relations are increasingly being shared by knowledgeable and responsible people in both unions and management; fortunately because solutions to our industrial relations problems can only be found jointly, by labour and management acting co-operatively with government, which is the representative of the public interest.

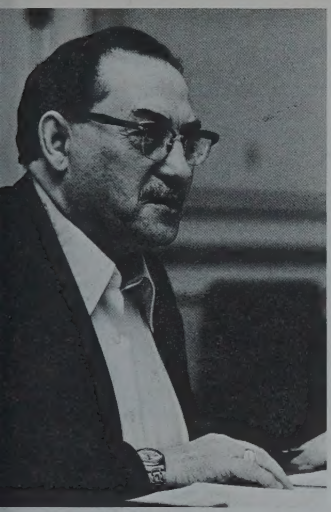
Alternatives to confrontation m
be found; our interdepender
demands this.

And on this Labour Day, 1974,
in the Department of Labo
pledge ourselves to do everyth
we can to make a meaningful re
ity of joint action. To this end
will in the year ahead be invit
labour and management to part
pate with us in an examination
the state of industrial relations, a
to search with us for means
resolving difficulties and plac
relationships on more producti
effective bases.

As Minister of Labour I am co
dent that this joint approach t
subject of great mutual importar
can succeed.

The year ahead will be signific
for another reason, as 1975 ma
the 75th anniversary of the Dep
ment. Since its founding on July
1900, the Department has ma
significant contributions to
cause of industrial relations, an
look forward to the understand
support of the trade union mo
ment for efforts to further impro
labour-management relations
Canada.

To you, the members of the uni
movement, I express my b
wishes for Labour Day and for
year ahead.



e Morris
esident
nadian Labour Congress

Organized labour will soon be two hundred years old. During this time Canadian workers have come a long way toward attaining their major objectives. They have won the right to bargain collectively with their employers; the right of freedom of association; better wages, working hours and working conditions in general.

But in addition to concentrating on these primary objectives, unions have also been involved in issues of wider social concern. By constantly pressing for a better life for working Canadians, unions have been instrumental in helping to bring about vast improvements not only for their own members, but for all Canadians: free compulsory education; widows' and family allowances; pensions; health insurance; workmen's compensation; unemployment insurance; safety regulations; laws governing hours of work and vacations . . . the list is long.

Moreover, the improvements in wages and working conditions that unions have won for their members through collective bargaining became a pattern for all workers—organized and unorganized alike.

But it is not in the nature of trade unionists to sit on their laurels. True, we have gone a long way—but there still remains much to be done.

First and foremost, we must increase the proportion of organized workers in Canada. Today, only one out of every three wage and salary earners is fortunate enough to belong to a union. There are millions of workers who still lack job security, fair wages and decent working conditions. Many of these are among the group we call white-collar workers.

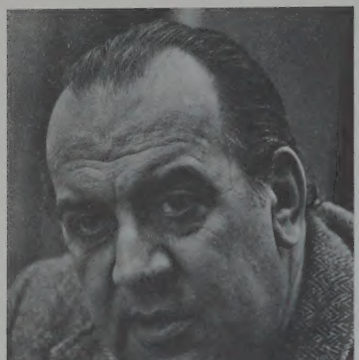
We must help these millions to join together in unions. Not only for the defence of their own interests, but also to make the labour movement in Canada stronger and more influential for the good of Canadian society as a whole.

Another major task we must continue to pursue is community involvement. No place in the world is more important to the human being than his own community. By helping his neighbours create a better place to live in, the trade unionist does only what comes naturally: helping others to help themselves, in order to improve things for everyone, including himself.

The labour council is the ideal instrument for helping to bring about these changes for the better. Large enough to have the power to get things done, yet small enough to remain within the reach of the rank-and-file member and to be responsive to his needs and desires.

Keep your labour council active and vigorous; become involved in its activities within the community. Support it, make your views and ideas known, attend its meetings and contribute to their effectiveness.

Your labour council can accomplish great things. Help it achieve them.



Marcel Pepin
General President
Confederation of
National Trade Unions

Appearances are deceptive, and every day we find instances to convince us that all is not going well with the ordinary workaday world, as politicians would have us believe.

In the last year Québec workers have gone through two general elections, one in the Federal Government and the other in the Provincial Government. Have these elections brought about any change in their condition? Has their lot been improved, even to a small extent? Have these elections provided the impetus for restoring their purchasing power? Have the opposing political parties made it clear that having to choose between the world of everyday people and the large corporations, they were chiefly concerned with the problems of the majority in the population?

No. The financial pages of various newspapers make it plain to us that the profits of large corporations continue to increase outrageously, whereas the purchasing power of wage earners and welfare recipients continues to decrease. By last July, consumer prices had increased 11.4 per cent in a year. It is easy to understand the problems of a family that sees its expenses for such essentials as food and housing increase three times as fast as its income.

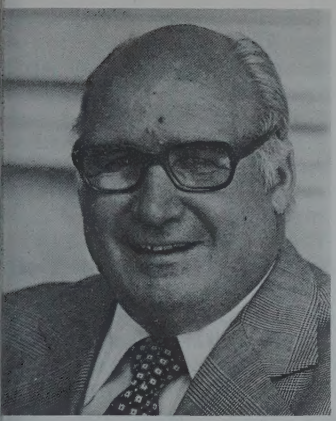
Before the apathy of governments and the inefficient action of the ridiculous Plumptre Commission, the workers have once more understood that only by collective action could their lot be improved. That is why we have witnessed for the past few months a tremendous and unprecedented offensive aimed at reopening collective agreements and at obtaining from employers a formula for indexing wages to the cost of living.

It was last March, during a meetir of 500 delegates from three centr labour bodies (QFL-QTC-CNTU that a start was made to prepare th ground for this struggle.

Since then, a considerable numb of unions have obtained, durir negotiations of collective agre ments, indexing formulas enablir their members to cope more easi with spiralling living cost However, this is not so easy other quarters, so that several ha strikes are in progress here ar there in Québec, with the goal restoring the purchasing power workers.

Of course, the judicial system, ev true to itself and to the interests the class it defends, issues injun tions and lays fines on reque Since we know who are the judg and whose interests they a defending there is nothing asto ishing in all that. The severe stra under which workers are living h strengthened two of my fir beliefs: first of all, workers mu rely only upon themselves, on the solidarity, on collective action, order to effect even minor chang in their condition, to bring abo somehow an improvement in th quality of their life. And then, I a convinced that the attitude of th various powers will becor increasingly intransigent as soon the unions try to turn to their ow advantage the profits of societ The time is past when trade unio ism thought it best to remain qui

If the workers want to chan things, they must have, in additic to the conviction that their clair are right, the necessary coura and determination to fight to th bitter end. If we are not prepared do that, we might as well say th we want things to remain as th are, which would be profound unjust.



. C. Y. McGregor
iairman
inadian Railway
bour Association

Every year at this time, we in the trade union movement take time to reflect on what we've accomplished in the past and to review the challenges we face in the future.

It amazes me how year after year so many of the same issues crop up again and again:

- Inflation: How it has eroded our purchasing in the past and how we can prevent continuing erosion.
- Free collective bargaining and how we can ensure our continued right to it, in the face of anti-union sentiments.
- Union solidarity and how best we can preserve it, in order to advance the common interests of all working people.

The list goes on. And the fact that it recurs year after year makes one wonder sometimes if things ever really get better for the working man and woman, despite our best efforts to ensure that they do.

On the railways, to be sure, we have come a long way from the days at the turn of the century when wages were less than 18 cents an hour and union recognition was an issue.

We have developed close associations of unions that have helped us immeasurably in dealing more effectively with our common problems.

And we have exercised our proudly-won right to free collective bargaining with responsibility and good faith—even when we have had to face inflexible and uncooperative managements.

I think we can be proud of our record. We have, in fact, made advances. We have changed things, and for the better. Our priorities today, however, remain almost unchanged from those we had yesterday.

We're still concerned about protecting the wages of our members against inflation. We're still concerned about pensions and job security. And we're still concerned that our right to free collective bargaining will not be compromised by any of the methods of mediation and arbitration that have been proposed for the railway industry in recent months.

(Although we are open to new and experimental approaches, we do not intend to give up any of our rights—least of all, our right to strike.)

Will we be able to meet these concerns? Will we be able to make sufficient progress to allow us to direct more energy to other concerns, such as safety, working conditions and organizing?

At this point, we can only speculate. But there have been some positive developments of late that give us reason for hope in at least some of these areas:

Ottawa has met our demand for a full-scale pensions inquiry, which may lead to improvements for our retired and retiring members.

The impending implementation of a new job security program based on the rulings of arbitrator Emmett M. Hall should ease the inconvenience of layoffs for some of our people.

New federal transportation policies, meanwhile, promise new and expanding job opportunities in the railway industry.

Given these signs of hope, and despite the absence of any chance that the economic pressures on our members will ease in the coming months, we in the Canadian Railway Labour Association will fight on with conviction.

At the bargaining table and away from it, we will continue to do our best to advance the interests of workers. And by the time next Labour Day comes around, I hope we will be able to pause and say that while many of the same issues remain with us, we have made some *real* progress on the treadmill of labour relations.

NEWS BRIEFS: AT HOME...

Prices Climbing

Canada's nose was bloodied a bit more in the fight against inflation as higher prices scored a decisive victory in the June round: the consumer price index rose 1.3 per cent that month, pushing the index to its largest 12-month gain in 23 years.

Statistics Canada reported that the June consumer price index was 11.4 per cent higher than in June 1973—the highest increase since the 12 months between August 1950 and August 1951, when it climbed 11.8 per cent. Leading contributors to the latest price increase jump were fresh produce (up 9 per cent); restaurant meals (up 20.7 per cent); food eaten at home (up 16.7 per cent); private transportation costs (up 11.6 per cent); and household operation products (up 11.5 per cent). The last two indexes reflect higher petroleum prices.

The previous highest 12-month gain in the consumer price index had been recorded only one month before. Prices in May jumped 1.7 per cent (the highest monthly increase since the Korean War) and brought the May 1973 to May 1974 total index rise to 10.9 per cent. Until June, this was the highest year-over-year increase in 23 years.

The consumer price index is based on a 1961 survey of family spending patterns and weighs the major components in proportions of food (25 per cent), housing (31 per cent), clothing (11 per cent), transportation (15 per cent), and other items (18 per cent).

Record Pay Increase

About 1,400 federal firefighters have received salary increases ranging between 17 and 23 per cent, the largest annual increase given a group in the Public Service Alliance of Canada since the inception of public service collective bargaining in 1967.

The increases, awarded by arbi
tor René Lippé in a one-y
contract retroactive to Apri
range from 17 per cent for firer
at the top level of the high
classification to 23 per cent for
1,000 firemen in the lowest clas
cation. The award also adds a r
maximum salary step for each
the six salary levels: effect
October 6, 3.8 per cent will
added to the April 1 maximum
each classification. This raises
maximum salary for firemen at
top step of the lowest classifica
from $9,160 under the old cont
to $10,851 retroactive to Apr
and $11,262 on October 6. Firer
at the top step of the high
classification will have their sala
increase from $13,454 under the
contract to $15,236 retroactive
April 1, and $15,825 on Octobe

The federal firefighters
demanded wage parity with
national average pay for munic
firefighters, and many airp
firemen staged illegal walko
during April, closing most ma
Canadian airports at one time
another. Supporting their dema
the PSAC had originally sou
raises of 34.6 per cent and 10
cent in each year of a two-y
agreement; a tentative cont
providing for a 30 per cent w
hike over 26 months was rejec
by the membership. Even with
Lippé award the firemen still n
a 12 to 13 per cent wage increas
their next contract to achieve
average municipal wage r
currently about $12,500.

NFB

w Union

new independent Canadian on was formed last June, when re than 50 organizers from eral Ontario centres met in onto for the two-day founding ngress of the Canadian Workers ion.

petus for the CWU's forming me from an April meeting ween members of the National mmittee for Independent Cana- n Unions and CWU supporters. e union, the first national indus- l union in eastern Canada, will ganize non-unionized factory, ce and other workers, as well as ployees currently represented American-based unions.

gest initial base for the CWU is e structural steel industry. A VU local has already been med at the Canron Limited plant the Toronto suburb of Rexdale ere workers are now repre- ted by the International Associ- on of Bridge, Structural and namental Iron Workers, a U.S.- ntrolled union. Two Canron ployees, Gino de Santis and m Conlan, have been elected VU national chairman and ucation director respectively.

nours Announced

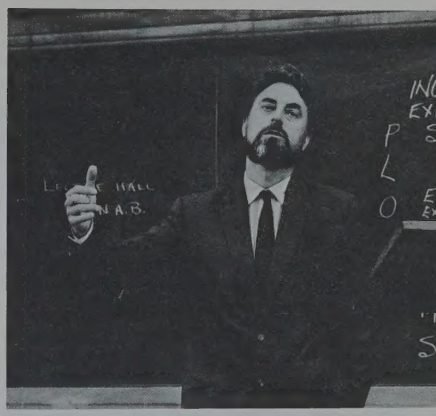
lliam Dodge, 63, retired secre- y-treasurer of the Canadian bour Congress, and Laura Sabia, of St. Catharines, Ontario, a minent figure in the women's nts field, were named Officers of e Order of Canada in June. A al of 64 prominent Canadians re on the list announced by vernor General Jules Léger; dge and Sabia were among 19 med to the middle rank in the ee-level honours system.

American Profs

American citizens accounted for almost 20 per cent of the full-time teachers appointed to Canadian degree-granting institutions during the 1971-72 academic year, according to a report by Statistics Canada released in June.

There were 3,496 full-time appointments made by 97 Canadian universities and colleges in 1971, the report noted. Of these, 57.8 per cent declared themselves to be Canadian citizens, 19.4 per cent American, 8.9 per cent described themselves as citizens of the United Kingdom, 3.3 per cent were Belgian or French citizens, and 10.6 per cent were citizens of other countries. In the 1970-71 academic year, 55.8 per cent of the appointments were Canadian citizens, 18.6 per cent American, 10.5 per cent citizens of the United Kingdom, 4.5 per cent Belgian or French, and 10.6 per cent citizens of other countries.

In a regional breakdown of the 1971 appointments, institutions in Québec appointed the highest percentage of Canadian citizens—68.2 per cent (compared with 67.2 per cent in the previous academic year) and the lowest percentage of Americans—8.5 per cent (7.2 in 1970). This was reversed in the four western provinces from Manitoba to British Columbia, as institutions there appointed the least percentage of Canadians—52.7 per cent (compared with 49.8 in 1970) and the highest percentage of Americans—27.4 per cent (29.3 in 1970). Ontario institutions appointed Canadian citizens to 57.3 per cent of their openings (52.4 in 1970) and 19.2 per cent Americans (20.1 per cent in 1970). In the Atlantic provinces, 52.5 per cent of the new appointments were Canadian (52.6 in 1970) and 25.2 per cent were American (21.4 in 1970).



WCB Allowances

Workmen's compensation benefits for merchant seamen and their dependants were increased by Cabinet order retroactive to July 1, the federal Department of Labour announced last July.

Monthly allowances for widows were raised to $175 from $120, for children to $45 from $35, and for orphans to $60 from $45. Lump sum payments to widows or foster mothers were increased $100 to $400. The maximum annual earnings for the computation of compensation was increased to $9,000 from $7,000.

The increases will apply to 2,100 sailors who are not included under other compensation legislation.

Safety Inquiry

The federal Department of Labour has announced the appointment of a commission of inquiry into accidents and injuries in the collieries operated by the Cape Breton Development Corporation.

Commission Chairman is T. H. Patching, Professor of Mineral Engineering at the University of Alberta. Other members are M. K. McMullen, a mineral economist with the federal Department of Energy, Mines and Resources; R. L. Smith, former Ontario chief mines engineer; and H. E. Weisbach, Vice Chairman of the Canadian Labour Congress National Advisory Committee on Occupational Safety and Health.

The investigation, prompted by growing and widespread concern for the health and safety of the colliery employees, will examine the circumstances leading to accidents causing personal injury and property damage, as well as the work practices of the employees. The commission will also examine the company's training programs on accident prevention and safety education, its safety inspection procedures, medical services, and procedures for the reporting and investigation of accidents.

Hospital Workers' Pay

Hospital workers in nine Toronto-area hospitals won pay increases totalling $290 a month when their union announced last June that it had succeeded in reopening the contract with the institutions.

The workers, members of Local 204 of the Service Employees' International Union, will have their contract extended by one year to March, 1976. The new agreement calls for pay increases totalling $1.61 an hour to be paid over four instalments: $98 retroactive to April, $59 next January, $88 in August, and $35 in December. A month earlier, Toronto hospital workers organized by the Canadian Union of Public Employees had accepted raises of $1.50 an hour over two years.

In Ottawa, non-professional employees at a city hospital—also members of CUPE—ratified a two-year contract giving them a total increase of $218 a month in five instalments: $72 in two instalments retroactive to April, $59 next January, $52 in July, and $35 in September. The contract expires December 31, 1975.

Quebec Compromise

A two-week wildcat strike by more than 70,000 Québec construction workers, called to back demands that their industry-wide contract be reopened for cost of living adjustments, ended in June with the compromise that the adjustments would be considered.

The dispute began in early June when four of six industry-wide employer groups refused to reopen the contracts—not due to expire until April, 1976—and negotiate a $1-an-hour raise demanded by the workers, members of the Provincial Council of Building Trades. Unions in the Council, the construction arm of the Québec Federation of Labour, staged work-to-rule campaigns, which management

interpreted as slowdowns; wh
some building sites were clos
and 15,000 workers laid off, abo
80 per cent of the provinc
construction workers struck
June 11, halting some $10 bill
worth of construction.

Two smaller construction unio
the Confederation of Natio
Trade Unions and Confederat
des Syndicats Democratiques, b
rivals of the QFL, did not supp
the strike and denounced tac
used by the QFL during t
stoppage.

The strike-ending compromise w
reached following talks betwe
Labour Minister Jean Cournoy
and André Desjardins, President
the Provincial Council of Build
Trades. The compromise provid
that talks be held to discuss t
merits of the workers' deman
however, at press time, the fut
was still uncertain, as employ
continued to oppose negotiatio
and the QFL hinted at furth
work-to-rule campaigns. The o
contracts being signed were th
negotiated between the unio
and individual project owners.

ısteeship Ordered

e Québec Government, annoyed more than a year of sporadic ruption to elevator construction vices throughout the province, ced that province's two locals of International Union of Elevator nstructors under trusteeship.

islation making the Government trustee was tabled in the tional Assembly last July owing alleged slowdowns and rk stoppages by the Montreal Québec City locals. In placing locals under trusteeship until ril 30, 1976, the bill created a ee-man government-appointed ninistrative body to take charge them. Appointed to head the ard was Jean-Yves Dubé, a red lawyer and former member the Royal Canadian Mounted ice.

e move was prompted by the on's suspension of services for ee American-owned elevator ns that have refused to sign ntract agreements. Union mbers—elevator constructors o install and maintain elevators -assembled elsewhere—were gry at their inclusion last year in construction industry-wide cree governing wages and work- conditions. The workers had en pressuring elevator compa- s to grant conditions outside the cree, and although 16 Canadian mpanies had complied, the three -owned firms, Dover Corpora- n (Turnbull Elevator Division), s Elevator, and Westinghouse, d out; the union response was service suspension, affecting vators owned by the companies igh-rise offices and hospitals.

CUGE Expelled

Less than two years after affiliating with the Confederation of National Trade Unions (LG, May, 1973, p. 293), the Canadian Union of General Employees last July was expelled from the Québec-based organization.

According to **Globe and Mail** reporter Wilfred List, reasons for the expulsion included the CNTU contention that great sums of money had been poured into the Ontario union with few tangible results. Patrick Murphy, CUGE President, was quoted as saying that promised CNTU financial support never materialized.

CUGE affiliated with the CNTU Federation of Social Services component in February, 1972, when it represented 2,100 workers in six Toronto hospitals. At its peak, CUGE's strength reached about 2,500, although at the time of expulsion it had dwindled to 800. When the union staged an illegal strike at Toronto Western Hospital in July, 1972, 600 workers were pulled off the job, then fired and replaced.

The Canadian Union of Public Employees has applied to replace CUGE as bargaining agent for the workers at the Western Hospital and other hospitals formerly represented by CUGE.

Job Market

Job openings for executives, accountants, engineers, scientists, and other professionals decreased by 2 per cent during the second quarter of 1974, but still remain at a 47-year high, according to the Technical Service Council of Toronto.

The Council, a non-profit placement service and personnel consulting firm, said a survey of 1,500 manufacturers, mines, construction companies, and consultants indicated that there were 47 per cent more openings than during the second quarter of 1973. Total demand for professionals remained at near-record levels; the current upturn in demand for professionals, the TSC noted, is the sharpest since it was established in 1927.

Shortages of professionals such as accountants, computer programmers, systems analysts, engineers and draftsmen are forcing companies to recruit in Britain, Australia and other overseas countries, as well as in the United States. About half of the 2,483 job openings listed with TSC offices were reported in Ontario. The Prairies reported 621 openings, 559 jobs were vacant in Quebec, 245 in British Columbia and the Yukon, and 41 in the Atlantic provinces.

Safety Expert Retires

W. A. (Al) Martin, the safety expert responsible for developing the regulations under Part IV of the Canada Labour Code (Safety of Employees), left the Accident Prevention and Compensation Branch of the federal Department of Labour last June for health reasons. He had been chief of the Branch's Accident Prevention Division since its inception in 1967.

Martin

In acknowledgement of his contribution to the safety regulations, Martin had received an honorarium and a Merit Award Certificate from the Public Service Commission. The citation noted that his effort "has been an outstanding achievement, and we know of no other comparable work of such variety, complexity and volume that has been done before by any regulatory authority in the safety field."

Ontario Benefits Raised

Ontario Workmen's Compensation Board payments to 33,000 injured workmen and pensions for 5,000 widows were raised effective July 1, following amendments to the Workmen's Compensation Act recently passed by the Ontario legislature.

Permanently disabled workers have had their benefits increased under a formula giving raises of 4 per cent to those injured between January, 1973 and June, 1974, 8 per cent to those injured in 1972, and 10 per cent to those injured in 1971. Workers injured before 1971 will receive the above 22 per cent plus 2 per cent for each year since the injury, to a maximum of 60 per cent.

The minimum payment for a permanent disability has been raised to $260 a month, an increase of $10. Compensation for temporary total disability has been increased to 75 per cent of an earning maximum of $12,000, a $2,000 increase in the maximum. As a result of other inflation-fighting amendments, the widow of a workman killed on the job will now receive her husband's full pension, and for the first time dependants will be able to receive more in benefits than the deceased worker's earnings.

Other changes in the Act: 1) full benefits will be paid to workers remunerated for light work, as long as they are looking for jobs or training for Board-suggested work; (2) full benefits will be paid to dependants of permanently totally-disabled pensioners who die of causes not related to injury; and (3) totally disabled pensioners will never receive less than their families would receive had they died.

It is expected the increas
benefits will cost employers—w
pay premiums according to t
nature of the industry, not as in
vidual companies—an additior
$20 million annually, or about 8 p
cent more.

Second-class Citizens

Ontario public service employe
says that province's Civil Servi
Association, are second-class c
zens, lacking the right to strike
to negotiate issues other th
wages.

The Civil Service Association
Ontario (CSAO) presented a
page brief to the Government l
June in which it urged that t
Crown Employees Collecti
Bargaining Act be amended fr
its current state as a "reaction
and discriminatory piece of leg
lation."

Ontario public service employe
are denied full bargaining righ
contends the brief, because the A
considers most non-moneta
issues, such as pension, job clas
fication, promotion and demoti
training and development, dis
pline and job security, to be with
the right and purview of manag
ment.

The Act also makes compulso
arbitration the ultimate means
settling contract disputes. As w
as denying the right to strike, t
puts the more than 60,000 Onta
civil servants at an econon
disadvantage, contends the br
Statistics cited in the brief indic
that in 1967, Ontario governm
employees lagged 25 per c
behind their counterparts in bo

blic and private industry. From 67 to 1974, while Ontario public rvants' wages increased by an erage of 63 per cent, workers der free collective bargaining ceived over 75 per cent ore in wages; considering the 67 lag of 25 per cent, declares the ef, the further 1967-74 slippage t Ontario civil servants behind 7 per cent.

her changes suggested include: e restructuring of bargaining bunals; the elimination of the t's prohibition against union ops and against normal embership drives at the place of ployment; the restructuring of e Public Service Grievance Board; d the extension to casual and mporary employees of the right protection under collective rgaining.

Ontario Cabinet Minister dicated on receipt of the brief at the Government is prepared to eate a committee to study the ues raised by the CSAO submis-n.

New IR Release

A book aimed at introducing industrial relations to high school and university students has been written by Professor Hem C. Jain, Chairman of the Division of Social Sciences and Business Administration at the University of New Brunswick at Saint John. The anticipated publication date is the fall of 1974.

The book contains papers, articles and opinions of many Canadian scholars and industrial relations practitioners on such topics as the direction and structure of the Canadian labour movement, labour legislation, the bargaining process, issues in contract administration, union-management conflict, and emerging industrial relations sectors. A synopsis of each article precedes each text, and questions for study and discussion follow the articles.

Canadian Autonomy

Arguments about Canadian locals of international unions being dominated by American-based parent unions are "absurd," according to William P. Kelly, Assistant Deputy Minister, Industrial Relations, for the federal Department of Labour.

Speaking on July 11 to the annual convention of the Brotherhood of Maintenance of Way Employees in Denver, Colorado, Kelly said that it is the uninformed opponents of international unions who put forth such arguments. "I know and you know that this is absurd," he declared, "but sometimes I wonder if the rank-and-file member knows. I know that much of the rank-and-file criticism is unfounded. However, even discounting the vocal efforts of the malcontents and opportunists, there is an increasing demand for Canadian autonomy."

In Kelly's view, Canadian autonomy within international unions is an evolutionary process that will surpass the minimum standards for Canadian autonomy as established by the Canadian Labour Congress. He is confident the railway unions can meet the challenge of Canadian autonomy.

The rising nationalism in Canada is pro-Canadian, not anti-American, he said. International unions have been operating in Canada for 115 years, and Canadian labour owes much to the bi-national solidarity of labour; international unions have provided the money and the model for Canadian organization. "The predominant role played by international unions is a unique feature of the Canadian labour movement. In no other country of comparable industrial importance does this phenomenon exist."

...And Abroad

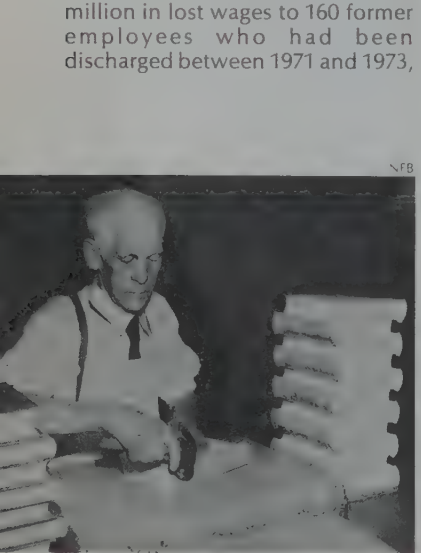
Age Bias Prosecuted

Springing into prominence in the U.S. is a six-year-old federal law against age bias in employment. One of the law's provisions forbids employers to fire an employee simply because he is over 40, or to refuse to hire him for the same reason. Now the U.S. Government is stepping up enforcement of the law.

The first warning came in May, when the Labor Department won an agreement from Standard Oil of California (SOCAL) to pay $2 million in lost wages to 160 former employees who had been discharged between 1971 and 1973, and to offer to rehire 120 of them. Involved were workers from eight western states whose former jobs ranged from assistant service station manager to senior executive.

It was the largest settlement ever made in the six-year history of the Age Discrimination in Employment Act, which until recently had been overshadowed by federal crackdowns on bias against women and racial minorities.

But the SOCAL case is only the start of a vigorous enforcement campaign to protect workers aged 40 to 65, who make up about 40 per cent of the total U.S. labor force. Labor Department officials predicted in June that another age discrimination case would produce a settlement five times as large as the Standard Oil settlement, but they would identify the employer only as a transportation company.



"One aim of these big back-pa awards," said Labor Departme Solicitor William J. Kilberg, "is make employers think twice befo they fire older workers." H department expects to file a doze cases over the next year and h some 400 cases pending in region offices across the U.S. A speci task force of lawyers has bee appointed just to handle age bi cases.

Although the age-discriminatio law has been on the books sinc 1967, it has not always been effe tively enforced because of th inherent difficulty of providing th age was the critical factor in suc situations. Frequently, th employer is able to plausib explain that the older applica was not as qualified as the young one he hired or that the old worker dismissed was not as qua fied as the younger one kept on.

Consequently, Labor Departme officials have played down a discrimination, preferring instea to concentrate on cases involvi women or members of minori groups. This emphasis has broug mounting success. Massive bac pay settlements awarded in suc cases include $15 million collecte from American Telephone an Telegraph last year, $30 millio won in a second A. T&T conse decree filed May 30, and $30 million collected recently from th major U.S. steel producers (L July, p. 461). In contrast, the large back-pay settlement record before the Standard Oil case w $250,000 awarded to 29 employe of Pan American World Airways 1972.

Most of the other 200 age discri ination lawsuits filed since mi 1969 produced relatively sma settlements or fizzled out entirel

NFB

he SOCAL case, a landmark in th the amount of money volved and the number of sons affected by the consent cree, the Labor Department cused a subsidiary of the npany, Western Operations Inc., discharging 160 employees ely because of their ages during three-year period ended cember 31, 1973. Company cials contended that they had ne nothing wrong and that the offs were only part of normal rition required because of clining business. Nevertheless, company chose to sign the nsent decree rather than fight.

e workers concerned were all ween 40 and 65, and their aries ranged from $8,000 to ,000 a year. They will share in $2 million settlement in sums ning from just under $10,000 to re than $50,000. These figures, d Labor Secretary Peter J. nnan, show that age bias will t employers money as well as sted talent. Age discrimination, asserted, "boosts our employment rate and swells the ts of unemployment compen- ion. It is also expensive for employers. They are cheating themselves out of some of the best talent in America. And they do so because of myths and prejudices that have no basis in fact." Brennan noted that a number of recent studies show that "older workers are as competent and productive as younger workers, and sometimes more so."

But employers frequently have other reasons for firing or refusing to hire older workers. People in the 40-65 age group tend to earn higher wages, they tend to be vested in their pension rights or to be close to vesting, which boosts pension costs, explains Labor Department Solicitor William Kilberg. "And so it is often more profitable to dismiss the older rather than the younger worker." Some companies, according to the Department's legal chief, tend to dismiss workers over 40 in order to hire younger persons at lower wage scales.

Seniority clauses usually control layoffs in unionized companies; but, Kilberg stresses, unorganized companies must not take advantage of the cost differential by laying off their older employees. Unions and employment agencies also are barred from discriminating against persons in the 40-to-65 bracket on the basis of their age.

During the year ended June 30, 1973, inspections were made at 6,856 establishments, and violations found in 43 per cent of them. Under the 1967 statute, which covers employers of 25 or more persons, the Labour Department's Employment Standards Administration attempts to settle a complaint out of court as a first step. During the 1972-73 fiscal year, for example, $662,000 in back wages was paid to 304 workers without litigation. In addition, some 8,000 older workers were hired, rehired or promoted as a result of conciliation efforts. Most complaints involved single individuals or groups of no more than six persons.

Too Old at 55

Although the average Japanese male has now attained a life expectancy of 70 years, 55 years continues to be the normal retirement age in Japan. Only the exceptionally able executive can expect to be kept on after he reaches the age of 57, according to a recent report in **The Economist.** The choice for the rest is enforced idleness or another job at less pay.

"Surveys show that 87 per cent choose the latter," said **The Economist.** "Another 10 per cent wish they could, especially as workers are generally not eligible to draw their pension until several years after normal retirement age, and the pension is not worth much when they get it.

"The system provides for a continuous, compulsory, across-the-board shake-out of staff and management in a country where promotion for all but the very top jobs is based on length of service rather than on merit," the magazine noted. "Many Japanese still think this is the secret of their above-average economic performance. Their corporate performance is based on teamwork rather than on any industrial rat race. In the big civil service departments, like the giant Ministry of International Trade and Industry, all the A-stream employees move on to

other jobs (usually in industry, but also sometimes in politics) actually before they reach 55. . . . The Government's top administrators are, in consequence, relatively young and vigorous. There is no accumulation of deadwood in the civil service." But the Economic Planning Agency and others have begun to question this conventional wisdom, observed **The Economist.** "They have recommended a general raising of the retirement age, but with little success so far."

Only 75 per cent of the retired manage to get another salaried or wage-earning job, reported the magazine. "The balance turn self-employed and pick up what they can if they can . . . The typical unwanted senior executive is kicked upstairs to the boards of subsidiary companies. For ordinary mortals, below that level, most companies operate what are described as either prolongation of service and/or retiring systems. . . Most white-collar workers, and some blue-collar ones are kept on, but usually with diminished status, responsibilities and income. In more than three quarters of these post-retirement re-engagements, the worker has to accept demotion; 70 per cent of them have to take a pay cut, even when doing the same sort of work."

Upon reaching the mandatory retirement age, Japanese workers usually receive a lump sum (up to 50 months pay) from their employers, and the possibility of a small pension later on, normally not until after they are 65. There is a national superannuation scheme, but it requires 20 years contributions. Relatively few workers have yet qualified.

There are now two parallel labour markets in Japan, according to **The Economist**—for those above 55, where wages are almost invariably low, and for the young, where they are now at what the Economic Planning Agency describes as an unnecessarily high premium. In the old people's market, "labour is in everlasting excess supply, caused by the annual inflow of retired persons over the age of 50 who have an ample capacity to work, and the large number of those over the age of 60 who have insufficient pensions and desire to work." This situation appears to suit employers. "They can reallocate labour at around the age of 55 as they please, and are free to knock several per cent off average salaries at the same time. They are among the strongest opponents of later retirement."

Shorter Workweek Controversial

Intense controversy appears to surround the accelerating trend toward a five-day workweek in Japan. According to a recent report by Richard Halloran in **The New York Times,** some businessmen, probably the majority, welcome the cut in the workweek from six days to five but do not know what to do with their extra day off. Others worry that the Japanese will lose their famed work ethic. Still others defend the additional time off as well-earned compensation due to them for years of hard work.

Recent surveys among labour, Halloran reports, showed that only 20 per cent of Japanese workers are really reluctant. At a shipyard in Nagasaki, management reportedly had to order workers off the job and close the gates for the first few weeks after the shorter week began because they showed up and insisted on working.

As this change progresses, Hallor notes, the Japanese will drop fr the 48-hour, six-day week throu the 44-hour, 5½-day week to a hour, five-day week. These sch ules are nominal, howev because many Japanese w overtime.

Last year, about a third of Japa companies had some form of five-day week, compared with per cent the year before. M employers start with every ot Saturday off, then move to a re lar two-day weekend. Today, so 55 per cent of all Japanese work have a five-day week, compar with 36 per cent in 1972. By n year, the Government estimat the employees of all major ent prises will have a two-day weeke at least every other week, and 1985, all employees will be o five-day week. In addition—for t first time—all holidays that fall a Sunday call for the followi Monday off. The productivity Japanese labour continues to r however; 1973 output per man-d was a record 20.1 per cent over t of the preceding year.

Although more and more peo are being given extra time o including longer annu vacations—it is not always possi for them to enjoy their holidays survey by the Ministry of Inter tional Trade and Industry, repo Halloran, came to the conclusi that "Japan is still in the init stages of the leisure society." **As Shimbun,** a leading newspap said in a recent editorial: "T scope and content of the optio available in Japanese leisure are too limited. The ordinary home too small to hold weekend parti and there are no public facilit where citizens can enjoy weeke sports.

ven if a family finally decides to e a few days' trip," the newspa- r went on, "it finds that the ghways are congested, the trains packed and the room charges ve been jacked up at the hotels d inns. The environment does t permit the average Japanese to joy leisure in a carefree way. The shot is that many find they have choice but to lie around and tch television in their cramped oms—thus passing away their sure time in a most uncreative y."

xtime Gains Converts

aggered and flexible working urs are growing increasingly pular in the U.S. All across the untry, private businesses and vernment agencies are giving eir employees considerable edom to choose their own start- g and quitting times.

ell Oil, for example, offered ore than 4,000 downtown uston employees the option of ming in between 7 and 8 a.m. d leaving between 3.45 and 4.45 m. At Occidental Life Insurance mpany's home office in Los geles, some 4,000 employees can k their starting time between 7 d 9 a.m. Reports on the new urs showed an increase in rker productivity, and substan- l savings in commuting time. o thirds of the employees on a xible hours plan at Hewlett- ckard in Paolo Alto have been owing up for work at 6.30 a.m. by oice. They may come in from 0 to 8.30 a.m., but find that the rly arrival beats the rush hour ffic both morning and after- on, leaves them more leisure ne in the evening. Experiments volving flextime are under way in ores of other companies.

Government agencies at all levels are doing a lot of experimenting themselves. For example, the U.S. Civil Service Commission is monitoring a pilot project at the national headquarters of the Social Security Administration in Baltimore, where 370 employees are allowed to work any 8½-hour period in a 12-hour day running from 6.30 a.m. to 6.30 p.m., including a half-hour break for lunch. Reaction from employees so far has been favourable. Cited as benefits: Workers can adjust their schedules to suit their individual needs, they can keep medical, dental and other appointments without having to use sick leave or annual leave, they can avoid rush hour traffic.

"Some jobs are basically boring, and you can't do anything about it," remarked a personnel expert with the Civil Service Commission. "But if you give the employee greater control over his working environment, you may go a long way toward improving his job satisfaction and his performance." A report on an experiment among a group of library workers in Maryland noted a decline in the use of sick leave, improved morale, and better service to the public. Freedom given to city employees in Inglewood, California, to set up their own schedules led to a drastic reduction in sick leave and overtime. With the same number of employees, the city has expanded the number of hours in which municipal offices are open to the public.

Also gaining in popularity are programs to stagger daily working hours and to spread out morning and evening rush hours. New York City has launched a highly successful staggered-hours program with more than 200,000 workers in 400 firms participating. Surveys show that in three subway stations in the business district, peak volume has been reduced by 26 per cent. Traffic flow has improved in lobbies and elevators of buildings where hours are staggered. Philadelphia is another city that is trying a staggered-hours plan. More than 26,000 workers and 35 companies are involved. In Detroit, there is no co-ordinated program for staggering hours, but a number of companies are doing it in their own way. Chrysler, for instance, spreads the starting times at its Highland Park offices from 7.30 to 8.30 a.m. Similarly, General Motors has about 6,200 employees on starting times ranging from 7.45 to 8.30 a.m. Thousands of employees in other cities across the U.S. have been given off-rush-hour schedules designed to ease the traffic load on main arteries.

Jobs for Graduates

Britain's graduates will have to look for "new areas of job opportunity" over the next decade, according to a manpower report published by the country's Department of Employment. By 1981, 1.4 million people, or 6 per cent of Britain's working population, will have a university degree, compared with 3 per cent in 1966. Because such traditional occupations as administration, accountancy, engineering and teaching will not be able to absorb all the extra graduates, many will have to make their way in less glamorous jobs. This will mean more female graduates taking secretarial or nursing careers, and more male graduates in clerical or technical jobs. But these jobs will be getting more complex in any case.

In other European countries and in North America, this trend has increased the demand for semi-professional or vocational degree courses. The manpower report reinforces the encouragement given by Education Minister Gerry Fowler to universities and polytechnics to start two-year higher education courses leading to a new qualification, the Diploma of Higher Education.

UAW Convention

Leadership solidarity, reaffiliation in the AFL-CIO, and the split between skilled and unskilled workers were the major issues discussed at the United Auto Workers convention held in Los Angeles last June. For Canadian delegates, another important achievement was the conference's adoption of a ten-page "Program for Canada."

The longest and most controversial debate during the five-day annual convention surrounded a resolution amending the UAW constitution to provide for a convention every three years instead of every two years.

The major argument in favour of the triennial convention system was that the three-year term would coincide with major contracts negotiated on a three-year basis with the big three car manufacturers.

Another reason for the three-year amendment was that the President of the UAW, Leonard Woodcock, will be 65 in February, 1976, which is the UAW constitutional retirement age. A two-year convention would have meant a struggle for the union presidency at a time when the union would be getting ready for contract negotiations. Based on a three-year term, Woodcock would be president until 1977 and would automatically lead the 1976 collective bargaining.

Canadian delegates voted against the three-year term. Canadian Director and International Vice-President Dennis McDermott was among the minority on the international executive board opposed to the longer term.

The UAW, which represents some 1.5 million auto workers, also discussed the possibility of reaffiliating with the AFL-CIO. No decision was made at the convention, but it is expected that reaffiliation will be put forward again at the UAW's next convention in 1977.

Mr. Woodcock told the 3,000 delegates that it would be unwise to ask for any definite action from the convention because there were strong differences of opinion within the union and because there had been little opportunity to discuss affiliation.

In 1968, former UAW president Walter Reuther led the union out of the AFL-CIO because of basic differences in personality and philosophy between the two. The UAW had objected to AFL-CIO President George Meaney's domination of the federation.

Dissident skilled tradesmen at the convention failed to win consideration for a constitutional change that would give them a greater voice in contract ratification. In the UAW, as in most industrial unions, the skilled are a small but articulate minority, who earn top wages but have interests different to those of the semi-skilled and unskilled members, who are in the majority.

The skilled tradesmen had threatened to leave the UAW in 1966 to join the independent International Society of Skilled Trades. To stop the move, the UAW at its last convention amended its constitution to permit them to vote separately on contract ratifications. Most skilled members assumed that this would give them veto power over contracts whose terms they considered unsatisfactory.

In the 1973 UAW contract, th skilled members of the unio disagreed with clauses concernin voluntary overtime. It was decide by the Unions Public Revie Board, an arbitration panel set u to handle internal disputes, tha the skilled workers did not hav veto power. The union has th power to declare a contract ratifie even if a majority of members hav rejected it.

The Canadian delegation to th convention adopted a ten-pag program for Canada in favour militant economic nationalism The delegates asked that the Cana dian Government establish Crown Corporation in the petro leum industry, that there be a ha within two years to exports crude oil from Canada, tha measures be taken to require th processing of Canadian raw mate rials in Canada, and that anoth Crown Corporation be created t compete with private drug an pharmaceutical companies.

The Canadian members als passed a resolution stating tha workers should not be required t contribute to insurance fo unemployment because they a not responsible for it.

"Unemployment is a state respon sibility," said Canadian Directo McDermott." Therefore, unem ployment insurance should not b handled in the same manner a private insurance plans. Th government's monetary and fisc policies get us into trouble, an then it taxes the workers in order t provide financial relief for th unemployed."

FEEDBACK

rbitration Series

would like to comment on the
ticle, "The Alternatives to
onfrontation are the Respon-
ibility of Union and Management,"
John Munro, Minister of Labour
une). The title implies that the
epartment of Labour has no plans
r proposing alternative labour
lations legislation which would
ovide guidelines for settlement
disputes through some form of
bitration. In fact, Mr. Munro
akes it clear that he personally
oes not see this as necessary or
esirable.

eanwhile, there are groups of
nployees for whom the use of the
nctions available under existing
gislation would be ineffective,
wing to the likelihood of their
eing ordered back to work as
eing essential to public service.
nese groups are reluctant to opt
r voluntary arbitration because of
e prevailing attitude that results
e inevitably less than original
pectations.

Arbitrators tend to regard current practice as an everlasting precedent, and seek to walk a middle road between two positions, both of which must be regarded as being more or less unreasonable. Knowing this to be so, the parties tend to start from an unreasonable and unattainable position. The resulting reward must always be disappointing for the rank and file members of the bargaining group, as they are encouraged to expect more than can possibly be gained.

What is needed is an alternative process that forces the parties to negotiate through a similar fear of consequences as is present in traditional strike and lockout threats. Conventional arbitration has always been regarded as a means of breaking a deadlock—not as a means of forcing the parties to negotiate through fear of consequences. Therefore, it fails to create the necessary atmosphere.

Final-offer selection is not, as many people currently perceive it to be, simply a form of arbitration. It is a method of forcing parties to negotiate for fear of consequences.

If negotiations break down, a mediator, who will also act as the final arbitrator, is brought in. During this mediation phase he becomes familiar with all relevant details of the items in dispute, and, from his attempts at mediation, both parties will perceive his feelings relative to all outstanding items. If he fails to achieve a settlement, both parties will be required to present their final offer, comprising only those unresolved items that have been fully debated before him. Because both parties should have identified the position of the mediator on all items, there will be a tendency to approach this phase with fear of including an item that will prove unacceptable, as the other party's final offer would then most probably be accepted.

The fear of gambling under these circumstances will achieve one of two results: a settlement at the negotiating table, or the presentation of final offers that should be much closer than would be the case under conventional arbitration. Unless they have a very unreasonable position (in which case they have only themselves to blame), a losing side should not feel unduly frustrated, for either final offer should provide a workable contract.

There have been experiments with the concept, as the minister rightly points out. In no instance of which I am aware has the procedure outlined above been fully tested. Regarding one of the trials to which he referred, we believe that it simply does not make sense to bring in an arbitrator to select between two final offers only at the stage of ultimate deadlock between the parties.

What of the arbitrators whose reputations have usually been dependent upon satisfactory compromise? Under final-offer selection, reputation would be less dependent upon judicious selection of the most reasonable final package, and more on a proven ability to achieve agreement before reaching this final stage of the process.

Finally, what of the members of the bargaining group? Is the strike weapon being used as a safety valve for general dissatisfaction, as has been suggested? If so, final-offer selection would focus the attention and responsibility where it rightly belongs—on the negotiating parties—and would force them to deal more honestly with the real, underlying problems.

What is required is a trial of this concept under precisely agreed procedures and conditions. There must be safeguards against possible abuse, as every system has its weaknesses. The Department of Labour has a responsibility to more thoroughly examine and encourage trials of this concept with a view to proposing legislation to establish the alternative that everyone says they are seeking for those in essential services.

J. E. Wilson, P. Eng.,
President, The Federation of Engineering
and Scientific Associations,
Toronto, Ontario.

A Fine Effort

As a frequent critic of The Labour Gazette, I am only too pleased to now offer my congratulations on the excellent job done by George Sanderson in his article "The Sweatshop Legacy" in the June 1974 issue.

In my opinion his article is not only well researched and put together, but is a fine example of the kind of material that The Labour Gazette should be carrying in its pages on a continuing basis.

Mr. Sanderson and the Gazette staff are to be commended for this fine effort.

K. R. Robinson,
Public Relations Director (Canada),
United Steelworkers of America.

Arbitration in Essential Industries

STRIKES AND THEIR ALTERNATIVES IN ESSENTIAL SERVICES

by JOHN CRISPO
Dean, Faculty of Management Studies
University of Toronto

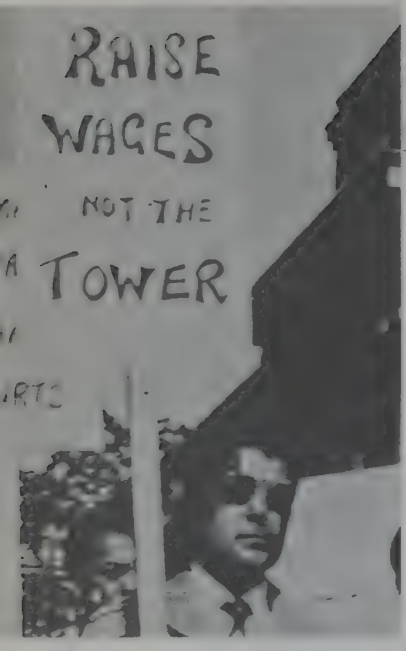
It is an intriguing privilege for me to conclude this series of seven articles on the subject of arbitration as a substitute for strikes in the resolution of union-management disputes in essential services. (Because lockouts can prove just as disruptive as strikes, wherever the term "strikes" or its equivalent is used in this article, it should be read to include lockouts as well. Both strikes and lockouts can, of course, be caused or instigated by either union or management.)

The easy way out, of course, would be simply to comment critically on the previous contributions, and leave it at that. Aside from serving little useful purpose, however, such an exercise runs counter to my nature. Thus, instead of merely summarizing the previous articles, mine will offer an overview of the issues involved, drawing upon the earlier essays only where they come down strongly for or against the positions I advance.

This article will first attempt to place the public interest in strikes in perspective. Then it will highlight the standard arguments raised for and against compulsory arbitration—the process that the ill-informed so often advocate to replace strikes. Next, it will deal with the common call for more experimentation and innovation in the search for alternatives to strikes. Finally, it will raise the case for a Public Interest Disputes Commission, as was done several years ago by the Prime Minister's Task Force on Labour Relations, (LG 1969, p. 269) following another spate of strikes that caused a great deal of public anguish and consternation.

The Public Interest

As well as its usually unappreciated interest in the preservation of the existing collective bargaining system, and its concern about the system's substantive results in the form of wages, fringe benefits and working conditions, the public has a legitimate interest in union-management conflict. Reflecting this interest, the public has been evidencing mounting concern about lost time caused by strikes, and the inconvenience and hardship they sometimes occasion. Largely as a result of this concern, collective bargaining, like so many other important institutions in Canadian society, is in considerable trouble.



Public annoyance about time lost because of strikes cannot be lightly brushed aside. Although he qualifies his views later on in his article, ("The Alternatives to Confrontation are the Responsibility of Labour and Management," LG, Feb., p. 255) John Munro, the Minister of Labour, resorts to some of the typical, factually true, but usually misleading arguments that are so often cited in attempts to define public opinion about strikes.

Munro's second paragraph reads: "Despite what the media would have us believe, collective bargaining has had a successful record in promoting harmony and stability in Canadian industrial relations. For every union-management dispute that culminates in a strike, there are dozens more that are settled peaceably. Despite the frequency with which they seem to hit the headlines, strikes are not the main cause of lost working time. Everyday labour turnover, and absenteeism owing to illness and accident, cost Canada's economy far more lost time than do strikes."

Writing from an obvious management point of view, but none the less expressing what may be some basic public truths, the CMA's W.H. Wightman undercuts both of the Minister's previous points ("Is Arbitration a Technique Whose Time Has Come?" LG, July, p. 481). On the first, Wightman asserts, somewhat caustically: "The public is equally disenchanted by assurances that 'more than 95 per cent of all contracts are successfully negotiated without a strike.' This is another statistical truism that reminds us that some people use statistics as a drunk uses a lamppost—more for support than illumination! The mere fact that a settlement has been reached tells us nothing about the quality of the agreement. A good many settlements do make sense from the viewpoints of both unions and management; but no settlement can be regarded as good merely because a strike was avoided, if the price of avoiding that strike was capitulation by either party."

On the Minister's second point, Wightman is also relatively brief and to the point: "Perhaps the public is more aware of what has been accomplished than we think. Perhaps this is why the public is more insistent than ever that we find ways of resolving public interest disputes without resorting to strikes. Whenever we discuss what has been accomplished, we had better avoid trying to fool the public by lightly dismissing the seriousness of our strike record with glib phrases like 'more time is lost through accidents and sickness than through strikes.' The public knows that everyone in the shop doesn't come down with appendicitis or broken legs at the same time, and that, for this reason, it is possible to plan for the contingencies of accidents and sickness without shutting down an entire operation."

Public opinion has also seemingly been unassuaged by the fact that aside from itself, the major parties involved—unions, management and government—with few exceptions believe that strikes or the threat of strikes are an essential ingredient in the collective bargaining process. Save for Wightman's accurate reflection of management's strong opposition to strikes in the public service—whether involving an essential service or not—the theme running through all of the previous articles in this series has been that strikes are an essential and indispensable part of the collective bargaining process.

I share this view—but not only because the strike, or the threat of a strike, is the catalyst that usually leads both sides to accommodate their differences. In addition, on a broader and perhaps more philosophic plane, it's difficult to imagine a free society that wouldn't tolerate strikes, even in the public service. Indeed, there are few, if any, such societies left in the world.

And yet, all of this seems to mean precious little to the proverbial man in the street, whom the polls show to be increasingly fed up with

le disruptions growing out of
our disputes. The public clearly
nts to see some action taken,
her by the parties themselves or
government, to reduce the
cidence of such disruptions.
fore turning to what some of the
ore viable of these actions might
, however, it is important to
cognize the major reasons why
e of the main preoccupations in
is area—namely, compulsory
bitration—simply will not solve
e problem.

mpulsory Arbitration

general terms, the case for
mpulsory arbitration rests not
ly on the assumption that it
ould eliminate industrial conflict
hich it has not accomplished
ewhere—particularly not in Aus-
alia, where this approach
s long been championed but is
w in serious trouble) but also on
e belief that it would lead to
ore equity, fairness and justice—if
t in the total distribution of
come, at least in labour's share of it.

dditionally, there is the notion
at, in the public service, more
sential services are involved, and
at it is really the public that is
eing blackmailed and held up for
nsom. Offsetting these
guments in favour of compulsory
bitration in the public service is
e point that, by submitting
nresolved disputes with their
mployees to arbitration, govern-
ents abdicate control over a
ajor component of their public
pending—namely, the wages and
laries of the legions of function-
ies they normally employ.

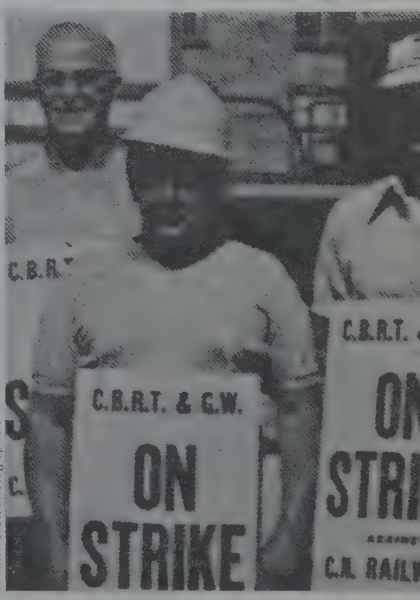
his problem of abdication was
ell brought out in the article by
aul Phillips of the University of
anitoba ("Are We Being
ailroaded into Arbitration?" LG,
ay, p. 331), particularly in relation
the Common Front confronta-
tion in Québec a few years ago. Phillips writes: "One final observation to be made is that governments are exceedingly jealous of their right to determine economic and fiscal policy. This means that they are not eager to delegate to an independent board or person the right, without constraint, to determine a significant segment of the public budget. Faced with the Common Front strike of two years ago, the Government of Québec was unwilling to refer the dispute to arbitration, because to do so would have been to allow an independent body to determine disbursement of over half the provincial budget."

To be completely fair to the advocates of compulsory arbitration, it is well to let them speak for themselves. Although J. C. Anderson of the CPR cites some points in its favour in his article ("Why Should Strikes Continue to be the Final Test of Strength?" LG, May, p. 326), Wightman comes on strongest on the subject of the relationship between compulsory arbitration and public service disputes. Writing in that context Wightman has this to say:

"Growing numbers of people are convinced, however, that there is a more limited goal that can be reached. If we: (1) start from the premise that employees who are denied use of the strike weapon must be provided with a guarantee that their wages and working conditions will not suffer in comparison with those obtained for comparable work performed by those who can strike; (2) mandate adjudicators accordingly, and provide them with realistic criteria against which to measure the equity of an award; (3) provide adjudicators with sound data from a source in which the parties have mutual confidence; (4) ensure that we have maintained a large sector of the economy in which bargaining reflects the realities of the market place, and may include the ultimate use of the strike; (5) ensure that the process of determining increases is not bogged down with procedural delays; and (6) take steps to carefully define the groups to whom the procedure should apply—then many people could likely be convinced that such a procedure will yield far more equitable settlements than are likely to result from a system that too often yields to political expediency."

I am opposed to standing compulsory arbitration in all spheres, except on an ad hoc basis when all else fails and the public's health, safety or welfare are in jeopardy. My reasons for taking such a strong position against this supposed panacea have been stated earlier (in June 1973 issue of **Canadian Public Administration**) in a form and manner that I am unable to improve upon for this occasion:

"In any event, it is well to be aware of the flaws that continue to



William Bros. Photographers

plague compulsory arbitration and more than offset its simplistic attraction as an allegedly just means of resolving disputes between governments and their employees, without harming the public. These flaws are so many and serious that it is difficult to know where to begin. There is, of course, the problem of deciding who is going to play God, and for how long. Employers naturally prefer judges, because of their tendency to look to the past and favour the status quo. Unions usually would rather take a chance on an academic, if only because that profession's tendency is to favour innovation for the sake of innovation. A panel of citizens drawn much like a jury would probably make more sense than members of either the judiciary or academia.

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"How long a compulsorily appointed arbitrator or arbitration panel should be imposed on the parties is also debatable. If serving on an ad hoc basis, the arbitrator or arbitration panel may be too accommodative in framing an award, if only to enhance the likelihood of being utilized in similar cases again, through not inciting too much wrath on either side. If serving on a continuing basis, the arbitrator or arbitration panel may become too normative in framing awards, thereby losing the confidence of one or both parties and undermining whatever acceptance there may be of the arbitral process. As in the case of so many other dilemmas associated with the imposition of compulsory arbitration, there is no easy answer to the question of how long an arbitrator or arbitration panel should serve.

"Once selected, and for however long, there is the question of the criteria on which the arbitrators should rely. In this respect the federal Public Service Staff Relations Act is usually held up as the model. It mentions several economic and/or equity considerations, plus 'any other factor that to it (the arbitration tribunal) appears to be relevant to the matter in dispute." If nothing else, the latter criterion provides the arbitrators with ample latitude to ensure their future acceptability. If there were really some objective criteria on which to rely, and the relevant data were fully available, it might even be possible to computerize the whole process. Although injected here in jest, the latter lapse from reality, ridiculous as it may seem, is not that out of place in the context of the forlorn search for an elusive set of criteria that are supposed to provide the unchallenged basis for acceptable awards decreed by a third party. The on thing that makes this exerci tolerable at the federal level is th affected groups of workers ca through their bargaining agent opt for the strike route, if disen chanted with the results of th arbitration they have voluntari accepted.

"Turning to an even more tellin drawback of compulsory arbitr tion, there is its effect on th collective bargaining process. stands to reason that, unless th parties are in a clear-cut, patter following situation, they will b cautious about engaging anything like good-faith bargai ing, lest their position be furth compromised if and when they a forced to arbitration. To put another way, there is a stron inducement on both sides to ho back something for the anticipate trading-off process that almo inevitably occurs in arbitratio Needless to say, this is hard conducive to effective resolutio of disputes through collecti bargaining.

"Forced-choice or one-or-oth arbitration, or, to put it in its mo appealing terms, 'final-offer sele tion.' is designed, in part, to g around this problem. Since th arbitrators under this system ca choose only between the final ar most reasonable positions of th parties on each of the outstandi issues, the presumption is that th normal corrosive effect of standi compulsory arbitration on th bargaining process will b alleviated, if not eliminated in entirety. There appears to b considerable validity to this poi of view, although it can give rise a serious dilemma of its own if th arbitrators are left with a choi between what they believe to b equally outlandish and untenab positions.

C.P. Ships

Compulsory arbitration can also have a very undesirable effect on union leaders and their decision-making processes. If union leaders know that arbitration is automatically the final step in the event of an impasse, they may choose to avoid the difficult decisions that they are forced to face when contemplating strike action. Even then, union leaders are running into increasing difficulty in managing the trade-offs among different factions of their membership, as the eleventh hour approaches. None the less, when settlement and strike are the only alternatives, they have to compromise some of their members' demands in favour of others. This unpopular process can be avoided, when arbitration is at the end of the line, by placing all the various groups' demands before the arbitrators, thereby forcing them to make the nasty decisions and take the blame for them. This is why arbitration tends to undermine responsible union decision making, and appeals in difficult situations to union leaders who want to avoid the political consequences of making any charged decisions. Again, forced-choice, one-or-other arbitration, or final-offer selection would help alleviate the problem, though not without costs of its own.

"Other problems stemming from the resort to compulsory arbitration are somewhat philosophical or psychological in nature. One relates to the question of whether an award or decree can ever be as satisfactory as an agreement or compromise, even when one or the other party has got the better of the bargain. In the vast majority of cases, the author suspects the answer to this question would have to be in the negative, although the point is clearly debatable. Similar difficulties arise in discussion of the physiological or safety-valve aspects of a work stoppage, regardless of which side induces it. The nature of much work today is such as to build up inevitable frustrations which must find a release. Individually, this release, probably more often than not, takes the form of excess absenteeism. Periodically, however, it is bound to manifest itself in collective forms, the least harmful of which is probably a good old-fashioned strike in the course of resolving a contract dispute.

"Also to be touched on is the equity, or rather inequity, involved in subjecting some groups' pay, benefits and working conditions to arbitration while not so constraining those of others. Presumably, the stock answer here, as in many other areas, is that if one chooses to work for the government, one gives up certain prerogatives and rights enjoyed by other citizens. The author shares the view, which he believes is held by increasing numbers of civil servants, that such a distinction is no longer acceptable as valid, if it ever was.

"Last, but not least, is the risk of defiance by civil servants confronted by a wholesale ban on strikes in favour of compulsory arbitration. Some will stand by the rule of law and refuse even to discuss this argument, on the ground that to avoid passing laws because they may not be respected is to ignore the merits of the case. More practically and pragmatically, there is the issue of acceptability, which is not to be ignored if law and order in general are to be preserved. At a minimum, one must consider whether a statute is enforceable, which clearly becomes questionable when there is a serious threat of massive disenchantment."

To wrap up the argument against compulsory arbitration, it is instructive to cite Paul Phillips' most illuminating, perceptive and realistic point: "Acceptance of compulsory arbitration as a means of settling disputes in the public sector lasts only as long as the awards themselves are basically acceptable to the employees."

Experimentation and Innovation

If standing compulsory arbitration is not the answer, and strikes cannot be eliminated, what can be done to begin satisfying the public that the search is on for a better way? Clearly, as all the foregoing contributors have stressed, there must be more experimentation and innovation in this field. The problem is to decide how to begin, and with which parties.

In part, this must depend on the special needs of the parties themselves, as Bill Mahoney's article demonstrates with regard to the Experimental Negotiating Agreement between the United Steelworkers of America and the major American steel producers. ("In a Free Society There Are No Alternatives to the Right to Strike," LG, July, p. 467). In part, it also depends on the degree of deterioration in an industry's industrial relations and the significance of that deterioration for society as a whole. This explains why so much emphasis is being placed on the promotion of voluntary arbitration in the Canadian railway industry. But, to paraphrase Paul Phillips on this situation, the end result may at best be induced voluntary arbitration, which is only a small step short of compulsory arbitration. Nevertheless, one would like to see some experimentation with voluntary arbitration, and the railways would be as good a place to start as anywhere.

No matter where it is tried, however, voluntary arbitration would have a much greater chance of success if it were accompanied by some of the improvements Bill Wightman calls for—particularly that of joint union-management supervision over the gathering o dispute data that will ultimately b placed before an arbitrator in th event of a failure by union an management to draw a commo conclusion from that data. The ver process of working up such mate rial together could prove salutar and perhaps even serve to obviat the need for an arbitrator to pas judgment upon it.

Short of any form of arbitration fact finding may still have a rol Canada's traditional conciliatio board procedures incorporate such a role in the basic respon sibilities of boards, but, usuall board members have done littl more than rely on the briefs an representations of contendin parties—hardly the most detache and objective sources of factua information. Infrequent and well timed use of fact-finding commis sions, backed by expert opinion, a well as the views of the contendin parties, might prove as useful i Canada as it has in the Unite States. Provision for inquir commissioners already exists in number of the applicable labou relations statutes, and judiciou and sparing use of their talent could prove helpful.

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Much can be said also for preven tive mediation that is designed t get at underlying problems befor they blow up during formal nego tiations. Department of Labou specialists have made advance along these lines in some federa industries, and further exploratio of their potential is both desirabl and necessary. It would be wise however, to avoid the pitfall o allowing preventive mediation t become a mere catch-phrase, wit the technique adding little o nothing of substance to effectiv dispute settlement procedures.

ediation-arbitration, or "med-
lb" as it is now known in the
ade, also has much to commend
in some situations. Anderson
escribed how this process might
ork in the railway negotiations,
nd he cited some of the advan-
ges and disadvantages that could
ow from its application therein:

erious consideration should be
ven to combining the role of
ediator with that of arbitrator.
lediation is currently an informal,
oluntary stage in the railway
ollective bargaining framework.
he role of the mediator could be
ombined with that of arbitrator,
hould the dispute demand it. But
o doubt the availability of a
killed mediator for an extended
eriod of time is a major difficulty.

Should the parties fail to reach an
greement in free bargaining, a
nediator could, on the basis of his
udgment, and in consultation with
he parties, assume the role of
rbitrator, with authority to resolve
ll matters in dispute.

This approach would ensure that
he arbitrator understand the
ocial, economic and technological
abric of the industry. It would also
nk the function of arbitration to
he goal of building a long-term
naturity into the collective
argaining relationship. From the
tandpoint of good industrial
elations, this last advantage may
e the most important."

lot to be neglected in any discus-
ion of experimentation and
nnovation in union-management
ispute resolution is the notion of
orced-choice or one-or-other
rbitration or final-offer selec-
on—the name chosen tending to correspond with one's views on this comparatively new idea. In the following passage the Minister of Labour explains the process and raises the usual objections to it:

"In this context, I would like to discuss certain arbitration proposals currently attracting public attention in North America. One of these is called, variously, 'final-offer selection', 'fixed choice', 'best offer', or 'all-or-nothing' arbitration. Skeptics of the concept are inclined to refer to it as 'Russian roulette'. The name changes, but the basic idea is clear: The arbitrator has to choose, as his award, the final offer of either union or management—and he must choose the one he regards as more likely to produce a reasonable settlement.

"The theoretical purpose of this procedure is to limit the adverse effects that arbitration is reputed to exert on the collective bargaining system. The premise advanced is that, by compelling management and union to make their bargaining offers reasonable, the likelihood of voluntary settlement is increased. Because the arbitrator's award may neither omit nor change any items in the final offer, the prospect of being saddled with the other party's offer tends to considerably enhance the reasonableness of the proposals made by both sides.

"Some variations of this procedure permit final offers to cover only those items still in dispute, rather than the total contract package. Others provide for forms of mediation and item amendment while a dispute is under arbitration, but before the award is made. Still others call for an item-by-item award, whereby the arbitrator breaks the package down, awarding individual items on the basis of each party's last offer.

"Although it is not new, the 'final offer' concept is of current interest, and has appeared in proposed legislation both in the United States and in one Canadian province. It is reported to have been tried, briefly and unsuccessfully, in Germany in the 1920s, and more recently, in Victoria, Australia. Two municipalities in the U.S. have experimented with it, as has the University of Alberta in negotiations between its Board of Governors and academic staff.

"The question can be legitimately raised: Does the 'winner-take-all' principle make for discontented losers, unwilling to live with what they regard as an unworkable contract? Frustration is no basis for industrial peace. A workable agreement is a set of agreed compromises, and if an arbitrator is forced to select between packages, he is in no position to assist in compromises. To have to select only between unresolved items may be to ignore the realities of bargaining and trade-offs, and to approach a satisfactory package only by chance."

Despite Munro's misgivings and reservations, some variation of mediation-final-offer selection on an issue-by-issue basis might be tried in the railway situation where there seems to be little to lose, if one is to judge by Ed Finn's and Paul Phillips' comments—and, to a lesser extent, those of J.C. Anderson. A skilled mediator-final-offer selector might well accomplish a great deal in that setting, without ever having to select anything.

But, lurking in the background in that sour industrial relations scene will still remain the fragmentation and political machinations of the unions, and the inability of the railways to manage their own

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affairs in the critical area of rate-setting, for the Government has chosen to violate the spirit, if not the letter of its own amended National Transportation Act, which was to have given the railways the freedom to operate much as would any other industry in the field of price determination.

Disputes Commission

As the case has already been made for a Public Interests Disputes Commission by the Prime Minister's Task Force on Labour Relations, of which I was a member, some extracts from its Report will suffice to make the thinking behind it clear:

"We recommend that there be created a three-man Public Interest Disputes Commission, independent of any government department, reporting to the Prime Minister, and composed of public members only...

"The Commission would have two major functions. The first relates to determining special procedures for resolving industrial disputes in industries in the federal jurisdiction which, because of their record of industrial relations, are prone to disputes which are likely to jeopardize the public interest. The second function relates to the handling of actual disputes in any industry under federal jurisdiction where the public interest is threatened...

"We therefore recommend that, in a dispute where normal or special procedures break down or are exhausted without effecting a settlement, the Public Interest Disputes Commission be available at the request of the Government to advise on the dangers to the public of a particular work stoppage. In any dispute, whether or not it is covered by special procedure, the Government should also have power, at a point which it considers timely, to request a report recommending a further ad hoc procedure for terminating the dispute in the event of an actual work stoppage. Here the Commission would be at liberty to consider the merits of seizure, trusteeship, partial operation, statutory strike and compulsory arbitration, in addition to the procedures listed earlier or, indeed, anything else.

"The report would be a public document, and could recommend alternative procedures. The Government would then act in the political arena as it saw fit. The political arena could be Parliament or it could be the executive of the Government acting by Order in Council under authority of an Act of Parliament.

"The advantage of the executive forum is private consultation and speed. The disadvantage is that a political decision would be taken by executive action with potential overtones of authoritarianism. The advantage of the parliamentary forum is that action would be taken by the main instrumentality of parliamentary democracy, with opportunity for debate and for all parliamentary parties to take a public position on the merits of the proposed action before it is implemented. An Act of Parliament promulgated after a public viewing and a full debate on the range of interests to be reconciled and alternative methods for solution may well be more conducive to acceptability than an executive order. We favour the retention of this reserve power in the sovereign authority of Parliament. In our view only Parliament should have power to impose an end to a strike or lockout."

he dismaying aspect of the fore-oing part of the Task Force's eport for present purposes is how ummarily it was rejected. In part, his rejection reflected the person-ity of the then Minister of Labour, ryce Mackasey, who loved to ntervene in major federal disputes the last, most settlement-prone oment, and who did not want ny independent tribunal inter-ering in his own highly prized ediation efforts. Mackasey was oined in this view by senior fficials of the federal Department f Labour, who saw such a ommission as a threat to the epartment's continual role in ispute resolution. For these, and oubtless other well-argued easons, the idea of a public inter-st disputes commission was ismissed almost out of hand.

lthough I have experienced arious ups and downs in my hinking about the commission nvisaged by the Task Force, my iews are currently on the upswing. roperly manned, placed above olitics, and given a free hand to ffer advice and counsel in both lleged emergency situations and n sick industrial relations settings, uch a commission could play an xtremely useful role in proposing nd precipitating experimentation nd innovation in the field of ollective bargaining.

n Approach to the Problem

he public is upset about the urrent condition of Canada's ndustrial relations scene, and this esponse means that the politicians ay not be able to resist the emptation to do something about . What should be uppermost in eir minds is that there are no easy r pat answers to strikes or any ther problems in the field of ndustrial relations. Certainly standing compulsory arbitration is anything but a panacea in this troublesome area, despite what so many uninformed editorial writers and commentators have to say on the subject.

There are several keys to an intelligent approach to the problem of strikes. For example, it's extremely difficult to designate any industry as "essential." As John Munro stated it:

"More and more frequently, the public is asking for a definition of what constitutes an 'essential industry.' We could argue that there are emergency situations rather than essential industries. Not long ago, in London, England, burned-out traffic lights were not replaced, and traffic ground to a halt. The reason? The light-bulb changers were on strike. Would anyone, before the event, have defined light-bulb changing as an 'essential industry?' Nevertheless, a national strike in that industry tied up an estimated $800,000,000 worth of construction across the country, created serious problems in hospitals and nursing homes, and caused great inconveniences for many people.

"These illustrations should suffice to demonstrate that, before we can settle on a definition of 'essential industry,' we must take into account a number of variables. If we try to define what industries are essential, where does the list end? . . ."

Even in situations in which an essential service is threatened, the extent and length of shutdown are critical variables in the determination of the point at which real public harm is being done, and of what should be done about this.

Another factor to be borne in mind is that doubt and uncertainty are important when it comes to dispute resolution strategies and techniques. As Canada's experience with years of compulsory conciliation has demonstrated, there is a marked tendency among contesting parties to allow for this procedure in their never-ending

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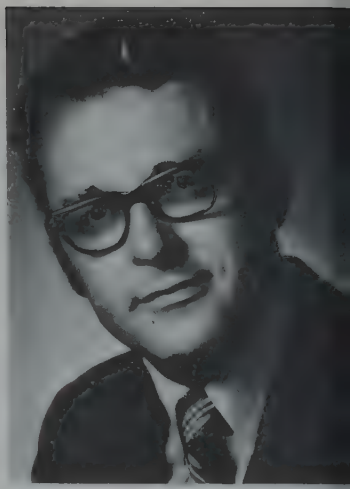
manoeuvring for position. Lack of such doubt and uncertainty is naturally one of the aspects of standing compulsory arbitration that renders it such a facile and futile answer.

Related to the previous point is the need for Government to retain flexibility and freedom in the area of dispute resolution. This is where the presence of a public interest disputes commission could again play such a useful part. Although strictly advisory in nature, it could be asked to state its views, not only on the degree of public harm involved in a particular strike, but also on the choice of procedures and techniques that might be employed in a given situation. The final determination in all of these respects must and should rest with Parliament—or, in its absence, the Cabinet, subject to approval of its actions by Parliament within, say, a 60-day period.

Finally, as an academic, it would seem appropriate for me to conclude the final article in this series on an educational note. Strikers are not only part and parcel of the Canadian collective bargaining process; they are also part of the total socio-economic-political framework within which Canada operates. This is a fact that should be emphasized above all others, for it is one about which the public needs constant reminding if we are not to precipitate purported answers that cause more problems than they solve.

This is the concluding article in the series Arbitration in Essential Industries. The seven articles are being reprinted under one cover. Copies of the reprint will be available, in about six weeks, from **The Labour Gazette,** Canada Department of Labour, 340 Laurier Avenue West, Ottawa K1A 0J2.



(John Crispo is Dean of the Faculty of Management Studies and Professor in the Department of Political Economy at the University of Toronto. Dr. Crispo was a member of the Prime Minister's Task Force on Labour Relations; director of research, Royal Commission on Labour-Management Relations in the Construction Industry; director of research, Select Committee on Manpower Training; research consultant for the Economic Council of Canada; chairman, Ontario Union-Management Council from 1967; and research consultant for the Prices and Incomes Commission, 1969-70. He has served as a conciliator and as a mediator on frequent occasions in labour-management disputes in both the public and private sectors.)

THE FARM WORKER RESPONSE TO THE TEAMSTER CHALLENGE

y JOHN BANK

he major problem with Norman illan's July response to my article, Cesar Chavez and the Grape oycott in Canada" (LG, Feb., p. 14) is his apparent lack of knowldge of the history of the current rive to organize America's ,750,000 farm workers into a ational union of their own.

lardly had Mr. Gillan begun his hallenge, when he stated: "By ow, we are all familiar with Cesar havez's entry into the fields. It as done by a boycott of lettuce." n the contrary, Chavez's entry nto the fields occurred in 1962, hen he and his wife, Helen, egan criscrossing the agricultural alleys of California to enlist family arm workers into the National arm Workers Association, a forerunner of the United Farm Workers f America, AFL-CIO. The first ontracts signed under Chavez's eadership of the farm workers nion were in the wine grape ndustry in the late 60s.

In 1970, 85 per cent of the California table grape industry, compelled by an international boycott of grapes, signed three-year contracts with the United Farm Workers. That same summer, three major lettuce growers—including the largest, Inter Harvest, a division of United Brands—signed contracts with the UFW.

These three lettuce growers had earlier been a part of a large block of 170 California lettuce growers who signed agreements with the Western Conference of Teamsters to head off an organizing drive by the United Farm Workers. Under pressure of a lettuce strike during August and September 1970, Inter Harvest and the other two lettuce growers reconsidered their position, cancelled their Teamster contracts, held elections for their workers, and signed new contracts with the union chosen by the workers—the UFW. The remaining 167 growers retained their contracts with the Teamsters, and used the local courts to invoke the Jurisdictional Strike Act of the State of California to have the UFW lettuce strike stopped on September 16, 1970. Two and a half years later, however (on October 29, 1972), the California Supreme Court, in a 6-to-1 judgment in the Englund vs. Chavez case, overturned the September 16, 1970 injunction, and made these three major points about the Teamster lettuce contracts: (1) "It appears clear that, by mid-August (1970), at least a substantial number, and probably a majority, of field workers desired to be represented by the UFW and expressed no desire to have the Teamsters represent them." (2) "The Teamster and the lettuce growers were acting in 'collusion'." (3) "From a practical point of view, an employer's grant of exclusive bargaining status to a nonrepresentative union must be considered the ultimate form of favoritism, completely substituting the employer's choice of union for his employee's desires."

Henry Bernstein, labour editor for **The Los Angeles Times,** writing about the case for his paper (December 30, 1972), said: "It was one of the first cases in which a major, established union has been found by the State Supreme Court to have been working with an employer group to help the employer keep out another union."

I don't know what Mr. Gillan's definition of a "sweetheart contract" is. I define a sweetheart contract as "an agreement entered into without the knowledge and consent of the workers, which benefits the employer and a non-representative union at the expense of the employees' interests." It is a matter of farm labour history that the 170 lettuce contracts signed by the Teamsters in July of 1970 were sweetheart contracts, because:

(1) They were signed without the knowledge and consent of the workers. No elections were held. In fact, the workers found out about the contracts by reading the newspapers.

(2) The lettuce contracts benefited the growers; they were for five years, contained a no-strike clause, and provided only a nickle-an-hour increase over the non-union wage in the first year. There was no hiring hall, nor any controls on the use of pesticides, and no structured contract enforcement.

(3) The Teamsters received a dues checkoff of $7 a month, without any real service of the contracts. It wasn't until two and a half years later, in January 1973, that the Teamsters opened a field office in Salinas to begin the attempt to service the contracts.

(4) The workers received negligible wage increases, no protection from pesticides (their number one health and safety problem), no participation in the working of the union, and no hiring hall to replace the exploitive labour contractor, middleman system.

(5) The Supreme Court called the contracts "collusive." Labour editors noted the unique alliance between lettuce growers and Teamsters to stop Chavez's progress. Renowned labour leaders such as George Meany, President of the 13.6-million-member AFL-CIO, and Leonard Woodcock, International President of the United Auto Workers, denounced the lettuce contracts and subsequent raids on the UFW's grape contracts as "union busting, sweetheart deals."

About this historical outline and evidence, Mr. Gillan simply states that his union didn't sign sweetheart contracts, and he cites some recent Teamster wage scales that are comparable to UFW standards. The latest UFW table grape contract signed with the David Freeman Company was for $2.51 an hour, plus a bonus of 25 cents a box. With one exception, Teamster grape contracts are for $2.41 plus 25 cents. One Teamster contract with K. K. Larson, a small Coachella Valley grower, was for $2.52 an hour.

The Teamsters continued their close accommodation with the growers as they raided UFW contracts in 1973. Last June, the Teamsters signed contracts with Gallo, the biggest winery in North America, behind UFW picketlines that were set up to hasten the renewal of a contract. (The UFW held three consecutive two-year contracts with Gallo.) After the Gallo contract was announced, the owner of Franzia Brothers winery held a press conference to say that he would "stay with Chavez" if Chavez agreed to: (1) scrub the hiring hall (no control on the source of labour); (2) allow him "to dust his grapes whenever he wanted to"(no controls on pesticides); and (3) permit the use of machines (no controls on mechanization).

Chavez refused to agree. Subsequently, behind UFW picket lines Franzia Brothers signed contracts with the Teamsters—who ceded all three points. Unfortunately for farm workers, the Teamsters' agricultural contracts fall into this pattern of capitulation to the

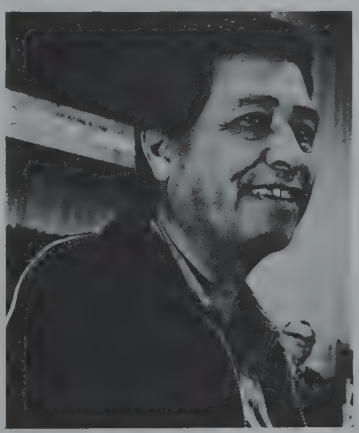
owers' demands and hence are lled "sweetheart contracts," in e traditional sense of that term.

the absence of federal or state bour legislation covering farm rkers, who were excluded from e National Labour Relations Act 1935, the grape and lettuce rkers have no way of forcing ections. But they have manded, through the UFW, cret-ballot, union-representation ections from the growers since 65.

ter the Teamster raid on grape ntracts in the Coachella Valley in ril 1973, the United Farm orkers Union reiterated its mand for elections. In addition the UFW's call for secret-ballot ections, religious groups have en quick to demand elections for e grape workers of the Coachella lley. The California Catholic shops, the U.S. Catholic Bishops mmittee on Farm Labour, the ard of Rabbis of Southern lifornia, the Northern California umenical Council, an ad hoc mmittee of 90 clergymen and eology students of various enominations brought to achella by the National Farm orkers Ministry, the Conference Major Superiors of Men, the ational Conference of Catholic shops, the United Council of hurches—all have asked the amsters to conduct secret-ballot ections.

en Safeway Foods, a boycott rget of the UFW, published vertisements in more than 50 lifornia newspapers to support e concept of free elections for m workers. The advertisements ad: "Why don't farm workers ve the same rights as other rkers? We at Safeway think they ould . . . They are entitled to free, en elections, with secret ballots, r deciding which, if any, union ll represent them."

The official Teamsters' response to the many requests for elections was put bluntly by Teamsters' President Frank E. Fitzsimmons: "Why should we have an election when we already have signed contracts with the growers?" If the Teamsters are really convinced that they, not the growers, have organized the farm workers, then they should agree to free, secret-ballot elections, impartially supervised. Their refusal to hold such elections gives rise to suspicions of wrongdoing similar to those aroused by President Nixon's refusals to provide the courts with tapes. If the grape and lettuce workers were, in fact, to vote for the Teamsters' union in secret-ballot elections that were impartially supervised, Chavez would lose all claim to them. His boycott would crumble instantly.



Chavez

Mr. Gillan nicely avoids the issue of elections for the over 70,000 farm workers involved so far. Instead, he refers to application cards, and to one recent "election" involving 88 workers at the K. K. Larson ranch. The poll of workers was conducted by the grower himself, and a known anti-UFW priest, Rev. Richard Humphreys. Reportedly the workers voted 60 to 28 for no-union as opposed to UFW representation. The UFW was not informed of the election. In fact, under cross-examination, Larson admitted that it was his "positive intention not to notify the UFW" of the election. The Teamsters were not on the ballot. Subsequently, grower Larson disregarded the election, refused the U.S. Catholic Bishops Committee's request for a fair election, and signed a contract with the Teamsters without an election.

It is now a matter of history that the UFW has defeated the Teamsters union in every farm labour election that placed both unions before the farm workers. The first of these elections was held on August 30, 1966 at the Sierra Vista Ranch in Borrego Springs, California. This secret-ballot election was conducted by the American Arbitration Association.

There is an amazing inconsistency between Gillan's statement that ". . . all of us can recognize the benefits of a properly run hiring hall," and the fact that the Teamsters union operates its agricultural contracts without a hiring hall, thereby favouring a return to the nefarious labour contractor. The labour contractor system is one of the most visible wrongs in U.S. agriculture. It permits middlemen to rent farm workers to growers for a profit.

The labour contractors are notorious for their abuse of power over the workers, their discrimination against older workers and women, their unsafe buses, their absence of concern for the workers' health and safety, their cheating of the workers over wages.

On January 15, 19 lettuce workers were killed and 28 injured when a labour contractor's bus en route to the High & Mighty lettuce ranch, near Blythe, California, crashed into an irrigation ditch. The 19 workers who died were drowned

when imprisoned by seats that tore loose at the moment of impact. The seats had been fastened with metal screws less than half an inch long to a floor that was so thin that only one thread in each screw actually held the seats. The High & Mighty farm holds a Teamster contract that provides for a labour contractor to supply the labour.

Although the UFW admits to some problems with the running of some of its hiring halls, it sees these halls as the only way to put the labour contractor out of business and the worker in control of his or her labour. The problems were, in part, the growing pains of a young union introducing a new method of supplying farm labour. Some problems were caused by the inexperience of the directors of certain hiring halls. Others were caused by the reluctance of the growers to live with the new system, or by the provisions that proved too clumsy. Most of these problems have been corrected through joint acceptance by growers and union of the responsibilities of operating the halls.

The hiring hall offers protection for older workers because it requires growers to hire workers on a seniority basis determined by the years spent working on a given ranch. Last November, George Meany said, "While it is true that the Teamsters' contracts provided for wage increases and other benefits for the workers, the agreements also provided for a return of the 'contractor' system of employment, which deprived the farm workers of any semblance of dignity or any opportunity to establish and maintain decent working conditions through the direct employment relationship."

Commenting on the Teamsters' scrapping of the farm workers hiring hall, U.S. Church-labour expert Msgr. George G. Higgins said: "The Teamsters wouldn't dare go to the longshoremen and tell them that they signed contracts with the shipping industry, and that they were doing away with the hiring hall in favor of the shape-up they had 30 years ago. If they did, the longshoremen would run them right off the pier ... But they can do that to the farm workers because the farm workers don't have the organized strength and power to stop them."

My critique of Mr. Gillan's challenge to my original article would be incomplete if I failed to respond to his most outrageous statement—namely: "While Cesar Chavez preaches passiveness and non-violence, his union does not practice it, as his thousands of dollars out-of-court settlements for beatings would prove. The recipients of his vengeance and cheques were Rudolph Pile, who was beaten with a lead pipe, and Hamero Mendiola, who was shot seven times in Santa Barbara County."

Both men were, in fact, injured by a UFW member who himself had been beaten by Teamsters and had his arm broken in 1970. The man lost control, and injured both Teamsters. His action was violent. It was condemned by the UFW. He himself was thrown out of the UFW, but the union decided to pay the legal damages he had incurred in order to avoid impossible hardship for him and his family.

The claim the UFW makes to its serious commitment to non-violence does not preclude an individual member losing control. (He was one member out of 60,000 at the time.) The UFW has a firm policy of non-violence that was severely tested in the renewed grape strike in the spring and summer of 1973. Thousands of UFW members expressed their anger at the Teamster takeover of their contracts by massive harvest-time strikes, first in Coachella, then in the Arvin-Lamont, Delano and Lodi-Fresno areas. The strikers faced over 400 Teamster-hired "guards" in Coachella alone.

The violence the UFW members suffered at the hands of the Teamster "guards" is a matter of public record. Teamster "guards" were charged and convicted of crimes ranging from assault, to kidnapping, to attempted murder. These have been detailed in the California newspapers. Confronted with daily provocation and assaults, the UFW picket-lines maintained courageous non-violence.

eamster "guards" were paid 67.50 a day to discourage the rikers. On June 28, 1973 an article tled "Teamster Official Blamed or Ordering Violence" appeared in **he Daily Enterprise** of Riverside, eorgia. Written by Dick Lyneis, ne article was carried across the .S. by Associated Press. It stated: Fact-finders sent into the oachella Valley by Frank Fitzsimhons, President of the Internaonal Brotherhood of Teamsters, ay they either have been threatned with violence or have been irectly subjected to violence at he hands of the man who is unning the Teamsters' Coachella alley operation, Ralph Cotner, area upervisor for the Western Confernce of Teamsters. In addition, otner is accused by still another eamster, Ray Griego of Los ngeles, of being 'the man who's esponsible for all the violence hat's going on out there'." (Griego as a Teamster organizer in the oachella Valley.)

heriff's reports quoted in the same rticle also point to the Teamsters s instigators of violence. For xample, June 23, 1973, Teamster ohnny Macias directed a lead pipe ttack on a UFW picketline at the Henry Moreno ranch in Coachella. ive UFW pickets were hospialized, and five Teamster "guards" ailed.

t. Paul Yoxsimer, field commander or the Sheriff's Department strike ask force said: "The offensive ... r the move toward the people was nstigated by the Teamsters. Capt. ois Byrd, who is in charge of the heriff's Department strike operaion, said of the same incident: "It ppears to us that those persons Teamsters) ... acted in concert at given signal, the signal being a irecracker going off."

The ultimate test of the UFW strikers' commitment to non-violence occurred late in August when two strikers were killed—one beaten to death by a deputy sheriff, the other shot to death on the picket lines. Ten thousand strong, the strikers honoured their dead in two separate ceremonies, and fasted for three days to maintain their spirit of non-violence.

When guarantees for the safety of the strikers were not given by the Justice Department of the U.S. Government, Cesar Chavez and the UFW Board ordered a stop to the picketing, and sent 500 farm workers across North America on the second international grape boycott.

Whereas the UFW grape and lettuce boycott has won the support of a vast section of the North American public, including the Canadian Labour Congress, the Québec Federation of Labour, the Ontario Federation of Labour, and all the major churches of North America, I know of no organization, no union, no church, and no civic organization other than the growers association that supports the Teamsters' position outlined by Mr. Gillan.

An inter-church committee from Toronto and Montreal visited the grape and lettuce fields of California in February of this year. For eight days they discussed the farm labour controversy with all parties—growers, Teamster union officials, UFW officers, grape and lettuce workers, and U.S. church leadership.

They returned to Canada and endorsed the UFW boycott of grapes and lettuce. Their conclusions support the thrust of my article and blunt Mr. Gillan's challenges: (1) "The United Farm Workers of America represent the best interests of the California farm workers. (2) The leadership of Cesar Chavez, President of the UFW, is both capable and in close touch with the people he represents. (3) The UFW is in a better position than any other organization to end traditional abuses of farm labour. It represents a grass-roots movement that gives thousands of powerless people an opportunity to improve their lives through collective action."

(John Bank, a Roman Catholic priest, has been an organizer for the United Farm Workers, AFL-CIO, for more than five years.)

The CLC's New President

TACKLING THE CHALLENGES OF THE FUTURE

by Jack Williams

Joseph (Joe) Morris, newly elected President of the Canadian Labour Congress, is well accredited as a diplomat, both nationally and internationally; but he is going to need all his diplomatic skill to meet the challenges of his new position.

Morris is faced with the immediate task of melding the old with the new—in both the personalities of the CLC officers and its policies. If he is to succeed, he must increase the forward pace of the Congress, yet not lose the support of the more conservative elements of Canada's major labour organization.

In his favour are a solid background in trade unionism, a reputation of being able to get along with people and a willingness to meet difficult situations head-on. In the former CLC administration he was regarded as one of the officers most receptive to new ideas and methods.

Morris is a man of stocky, broad-shouldered build. He dresses carefully, and his choice of clothes reflects quality, rather than ostentation. At the age of 60 he moves with vigour, and keenly enjoys a game of golf, though the opportunities are less frequent than he would like. His other favourite form of relaxation is classical music. There have been occasions when an associate, impatient with the urgency of what seemed at the moment to be a stupendous problem, has had to sit quietly by until a recording finished.

In both public and private, Morris speaks slowly and with deliberation, sometimes pausing to find the right word so there will be no misunderstanding. Some critics have called his platform manner ponderous; he depends on logic, rather than oratorical flair to make his point. His language is simple but direct.

Joe Morris' link with trade unionism is lifelong. The British-born son of a trade unionist, he came to Canada as a boy when his family settled on Vancouver Island. It was there, in his early working days, that he first came in contact with his union, the International Woodworkers of America. He has been active in that organization since its founding in 1937. His union activity, and his career in the woods, were interrupted only when he served in the Canadian army during World War II.

Back in the woods after the war he worked at a number of jobs and was a scaler, one of the most highly skilled logging positions, when he left the logging companies to become a full-time union official. His experience in the woods is deeply imbedded—he still frequently refers to employers as "the operators."

In 1948 there was a breakaway movement in the IWA: a number of pro-Communist officers attempted to lead the membership into a newly formed national organization. Vancouver Island was a stronghold of the defecting faction, and Morris quickly moved into a leadership position among those who wanted to retain the IWA. After they were successful, Morris played an important part in re-establishing the union under new leadership. He also became prominent in the affairs of the British Columbia Federation of Labour.

He was elected president of the West Coast Canadian district of the union in 1953, the largest district in the international; and he held that office until he was elected an executive vice-president of the Canadian Labour Congress in 1962, the position he held when he was made president.

Morris won the presidential spot on the administration's election slate by a one-vote margin at a pre-convention meeting of the CLC's executive council. His opponent was the Congress secretary-treasurer, William Dodge, who had the disadvantage of facing retirement because of his age at the conclusion of the two-year term.

At the convention Morris received 1,448 votes; 842 went to his opponent, Gilbert McIntyre, a Nova Scotian member of the Canadian Brotherhood of Railway, Transport and General Workers. Although there was no doubt about the outcome, the roughly one-third vote for McIntyre was considered significant as an expression of anti-administration sentiment, rather than opposition to Morris personally. It is in this atmosphere that the CLC President assumes his new responsibilities.

Murray Mosher, Photo Features

Morris

Morris has had a unique opportunity of observing and studying at first hand the issues that so deeply concerned delegates to the Vancouver convention. Since 1967, soon after it was established, he has headed the CLC's Commission on Constitution and Structure. This group has been making a continuous and intensive study of the objectives and needs of the labour movement in Canada, and of the Congress in particular. The major decisions reached at Vancouver were founded on its recommendations.

First Task

The action of the Vancouver delegates in rejecting some of the administration's candidates for office, and the sharp rebuff of the administration's position on special treatment for Québec, obviously presents problems for the new CLC President. His first task will be to try to form the new officers—three of them assuming CLC responsibilities for the first time—into an efficient working unit.

Commenting on the outcome of the elections, Morris told a news conference: "The delegates have the right to make whatever choice they desire; we believe in the democratic procedure. Whether it was a rebellion or not, I really don't know. It was probably the product of a situation."

He has no disagreement with the long-term objectives so strongly supported by the Vancouver delegates, but he foresees the possibility of some difficulties in their quick implementation.

"There are problems at the Congress level that are different from the pressures at the affiliate level," he explains. "There are realities that people have to look at; realities that are sometimes not obvious to delegates to conventions."

He described the report he presented to the convention on behalf of the Commission, (which was the focal point of the most important discussions) in these terms:

"It was another step along the road we embarked on in 1968, when we consciously set out to make the structure of the Congress more flexible and better able to meet the pressures the movement is faced with. Some think we were slow; but, whatever we have done, it has been significant and it has been effective. I think that is a far better thing than to have proposed something wild and woolly that would not get acceptance. It may slow up the process of development; but we have chosen to take the path of a slower, but more orderly and acceptable form of change.

"The original proposals for standards for international unions were a product of the former administration. It was not something that was forced on us, we presented it to the 1970 convention. So, although it may appear that the new officers are more inclined that way, I don't think it will change the thrust of the Congress in this field one iota.

"There are now five standards, and there is also an effective policing machinery, which we did not have before. If we run into any problems it may be with regard to the policing. It will depend on how hard we use the machinery. There are certain constitutional safeguards to protect the autonomy of affiliates to the Congress.

"I think that we have laid the groundwork for the preparation of a Code of Union Citizenship, which we proposed in the Commission report to apply to everyone. The question of violation of people's freedom of expression is not just concentrated in international unions. There are national unions that limit the right of members to participate and to take certain actions."

Morris Comments

Morris does not anticipate serious problems with the building trades unions, which were most vocal in questioning the right of the CLC to impose performance standards.

"The building trades have some questions; I suppose most unions have questions, they simply chose to express theirs," he said. "I think the commitment of the building trades to the Congress and its program is just as good and as sincere as that of any other affiliate. I have never found it otherwise."

After the convention Morris said that he was not surprised by the vote in favour of the Québec Federation of Labour's demand for greater autonomy and special assistance, a vote which was a resounding rejection of the administration's position.

"A confrontation had to come," Morris said. "The seed of the problem was there, it just germinated a little faster than some people expected. I hope we'll get at discussions with the Québec people at the earliest possible moment. There is a problem, and if we don't solve it, it will get worse."

Varied Interests

Morris' particular interests in the labour movement are broad and varied—education, safety, international affairs and community programs, as well as such internal matters as the extension of union organization.

In the opinion of many of those most closely associated with him, Morris' most valuable characteristic is his ability to maintain a close relationship with the rank and file of union membership. Local union members, regardless of their status, find him approachable, ready to listen to their opinions and a comfortable man to talk with.

He values this relationship as much as does any union member who comes in contact with him. Faced with the alternatives of taking a popular public position or supporting the position of the membership, Morris would show no hesitation in allying himself with the membership, no matter what effect it might have on his public image. He has both great respect for the individual and confidence in the common sense of working people as a group.

Labour Education

His interest in union educational activities has been valuable to him in maintaining contact with young union members. In the past seven or eight years the average age of those participating in these programs has dropped from the early forties to the early thirties. Morris is firmly convinced that the sense of commitment among younger union members is just as great as it ever was.

In an interview with **The Labour Gazette** he elaborated his views on labour education:

"I suppose I have always been more insistent than some on an active educational program in the movement, because of the sort of experience I had when I was young. I got most of my training from older people who took the time to talk to me about the philosophy and workings of the trade union movement. If there is such a thing as a generation gap, it arises because the older people in the movement are reluctant to talk to the younger people. They feel there is a gap; I don't think the gap exists. I think there is a communication belt available there, and age doesn't really matter.

"We have something in common—a philosophy, an idealism and a commitment—and age doesn't matter when you have those three ingredients. After all, everyone has to learn by other people's experience as well as their own. The old can learn from the young, just as much as the young can learn from the old. When I take part in an educational happening I expect to learn as much from it as anyone. I think often I go away with more than they do, because they constantly open your mind to new uses for old ideas.

"I have always liked to circulate among the membership, in educational programs and other ways. That is where I get my fun. I enjoy talking with people, and particularly the younger guys. How can we shape the future of the movement if we don't talk to the people who are the movement? The young people's ideas are fresh, though they are often not crystallized. They like to test their mettle a bit and to get other people's ideas."

One of Morris' responsibilities as a CLC executive vice-president was supervision of the education department, and he was responsible for engaging the services of the University of British Columbia to make an in-depth study of union educational activities. This is the first study of its kind undertaken by a central labour body. It is hoped that the report will serve as a standard work for those interested in this field. Recently Morris was instrumental in having John Whitehouse, a leading Canadian educationalist, appointed Director of Education for the world program of the International Labour Organization.

His interest in education is related to the turbulent days following the 1948 IWA disruption. The union emerged with entirely new officers, and Morris was one of those who recognized the urgent necessity of a program to assist those who had been almost hurled into positions of responsibility.

Safety

Another area of interest connected with his logging experience is that of safety. Logging operations had long been regarded as highly hazardous, and Morris was prominent among those who introduced a health and safety program that won international recognition. He has since used his position on the central labour body to press for more vigorous safety and health programs in all industries.

An Internationalist

The Congress' new President is an internationalist in the broadest sense. He had his first experience abroad as a Canadian union delegate to various international conferences. In 1966 he was elected to the Governing Body of the International Labour Organization. He became Chairman of the ILO Workers' Group in 1970, and was re-elected to that position in 1972. There is no doubt that leaving the post because of the pressure of his new CLC duties is somewhat of a disappointment to him.

The Workers' Body of the ILO is a twelve-member committee composed of trade unionists from all parts of the world. The participation of delegates with such widely varying views and backgrounds makes the chairman's task an extremely difficult one. Morris' performance has reflected credit, not only on him personally, but on the Canadian labour movement.

A close observer of the international labour scene, John Mainwaring, Director of the International Labour Affairs Branch of the Canada Department of Labour, has described Morris' skill as a diplomat in these words: "He has the ability to get at the heart of issues that have political implications. He is straightforward and has everyone's respect and confidence."

Community Affairs

Morris and the CLC's new Secretary-Treasurer, Don Montgomery, share a deep interest in the expansion of union activity in community affairs. Both feel that with the growth of urban areas there has been a loss of much that is valuable

in community life. Morris recalls growing up in the little Vancouver Island community of Ladysmith, "where I not only knew everyone, but knew the name of their dog too." This type of relationship, he fears, is being lost in a society that is in danger of becoming faceless.

"Many think of our people only as workers, not as citizens," he explains. "Our people rub shoulders with each other only at the workplace, and this can lead to a very poor lifestyle. We have to develop programs in the community that will translate the friendship created at the workplace into the life of the community."

Montgomery's sentiments are practically identical. As President of the Toronto Labour Council he has an extensive background in community programs, and some very firm views:

"The membership is convinced that the labour movement has to get into the communities where people live. They expect the labour movement to get involved in the battles to provide better housing and better recreational facilities, and to fight pollution. They expect us to do all the things that, as trade unionists, we say in our philosophy we will do. In other words, they want us to put up or shut up."

Union Growth

In addition to his very active interest and involvement in the broader activities of the labour movement, Morris retains a lively interest in such internal matters as not only the structure of the labour movement, but its expansion. He shares the frequently expressed concern that union growth has been no faster than that of the labour force as a whole.

He told **The Labour Gazette:**

"I suppose we could excuse ourselves by saying that the workforce in Canada is growing faster than anywhere else, so we have more people to organize; and the fact that we have been able to keep pace is, in itself, a victory. That is probably a fair rationalization, but we could and we should do better. New industries are coming in and new plants are going up; but our unions are so busy trying to organize the influx into present plants that they haven't got the time, or in some instances the resources, to do more. This is particularly true of the new secondary industries, particularly in small plants; and we have to fill this vacuum."

As far as white-collar organization is concerned, Morris admits, the results have not been all that might be expected.

He elaborates:

"If you talk in terms of certifications and contracts you could argue that it has been a bit disappointing in the Toronto area. But when you relate our activities and look on the scene as a whole there have been some tremendous changes in salary structures and fringe benefits for white-collar workers. Where we have not been successful in organizing we have created pressures on the operators to increase salaries and fringe benefits in order to keep us out. So there has been a beneficial effect for the workers, even though in terms of membership it has not been good for us."

Greatest successes organizationally have been in British Columbia, where there are three substantial units under contract, a unit of 500 white-collar people at Trail entering into negotiations, and certifications won for the employees of some small radio stations in the interior of the province.

"I think this will be our function as a Congress in whatever organizational program we undertake—to try to bring organization and unionization to people outside the main stream. Of course, if there are organizational opportunities in the metropolitan areas that no one seems to be taking advantage of, then we will pick them up, too, if we have the permission of the affiliates concerned."

Thus, there is a multiplicity of challenges confronting the organization Morris now heads. He has a good grounding to help him face his difficult assignment. The degree of his success during the next two years will be measured by the delegates who assemble in Montreal in May 1976 for the 11th Constitutional Convention of the Canadian Labour Congress.

(Jack Williams was born in Bradford, England, in 1907. At the age of four he came to Canada with his parents and settled in the St. Catharines, Ontario, region where he attended public and high schools. He worked for thirteen years with the **St. Catharines Standard,** then joined the staff of Canadian Press in 1941 as labour specialist in the Ottawa Parliamentary Press Gallery. In 1946, Williams became Public Relations Director for the Canadian Congress of Labour, remaining in that post until its merger in 1956 with the Trades and Labour Congress to form the Canadian Labour Congress. He then became Public Relations Director of the CLC and, from 1970 until his retirement in 1972, was editor of the CLC magazine **Canadian Labour.**)

PRICES AND THE POOR

by TED WEINSTEIN

"Among the most commonly heard, most paternalistic, and most irrelevant suggestions for dealing with the problem of the poor as consumers is that they should budget their money more efficiently. In effect, the suggestion is that, by doing their sums differently, two and two could be made to add up to five. The fact is that not only can two and two never be made to equal more than four, but that the poor haven't even the opportunities of the more affluent to stretch their money as far as it might otherwise go."

This is a central point in a hard-hitting report issued by the National Council of Welfare. Titled **Prices and the Poor,** the report examines the plight of the poor during the current period of rampant inflation, illustrates how they are suffering from higher priced services and goods, and recommends various ways the low-income consumers can be protected, educated and helped.

The root causes of much of the poor's disadvantage in the marketplace lie in the circumstances of poverty itself, noted the report. As long as poverty is permitted to exist, its effects will continue to reinforce its causes. Only when there is an adequate income on the revenue side of the poor family's ledger will consumer equity be fully possible on the expenditure side.

How do the poor "pay a premium for poverty?" There is substantial and well-documented evidence, asserts the report, that low-income consumers are charged more for the same goods and services.

The simplistic explanation, says the Council, is to attribute it to the "'fox in the chicken coop' theory: exploitive ghetto merchants, rapacious slum landlords, and others, gouging the poor in pursuit of unconscionable profits." There are many instances of this type of exploitation, but the full reality is more complex.

The economics of poverty is a self-perpetuating cycle. For example, the limited resources of the poor result in the low-income market being characterized by lower sales volumes and slower inventory turnovers. This makes it less attractive for merchants to locate in low-income areas; in compensation, those who do so charge higher prices for their goods because to an extent they have a captive market. In turn, the higher prices further limit the poor's resources and the circle is complete.

Food Costs

This circle operates across a broad range of products and services, said the Council. For example, the food component of low-income families' budgets is substantially higher

than that of more affluent families: 27.9 per cent of the income of a family earning under $3,000 a year is spent on food, compared with 13.4 per cent of the budget of a family with income exceeding $15,000 annually. This is compounded by the fact that many low-income consumers rely on lower-priced items to see them through. If steak prices rise, many families buy less steak or switch to substitutes such as chicken, hamburger or fish. But the poor only have two options in the face of rising prices: spend more money on food, or eat less. Ironically, noted the Council, while steak prices are stabilizing or even dropping, prices of the traditional low-cost staples for low-income families have risen dramatically.

The Council found as well that the poor pay more than the affluent for the same food items. For instance, a 1972 Vancouver study indicated variations as high as eight per cent for groceries and 15 per cent for meats—even within the same grocery chains—between high-income and low-income sections of the city. A Montreal chain store operating in a low-income area of the city charged the highest chain-store prices in that city. But chain stores are not alone. Neighbourhood stores offer less choice and also charge more because they are smaller and have lower sales volumes. But they offer credit, locking the consumer into the store: he has to use this month's cash to pay last month's bill, and so renew his credit for this month's purchases.

The report contends that the store owner's problems—smaller volume sales, slower stock turnovers, the cost of providing credit—can only be overcome by programs of income redistribution to make the poor into non-poor. Where the explanation for price differentials lies in inadequate competition or simple price gouging, the Council suggests ways to compensate: more vigorous competition policies, banning discriminatory pricing within food chains, government encouragement of consumer food co-operatives, and a more comprehensive and concerted attack on marketing and sales malpractices.

Housing

According to a 1969 housing survey, the Council maintained, Canadians in the bottom 20 per cent of the income scale who live in urban or rural non-farm areas paid more than twice the proportion of their income for housing than did families in the highest 20 per cent of the scale.

"What are the poor getting in return for this large outlay of money?" asks the report. "The answer is all too apparent: They are getting the worst housing in Canada. The Dennis Report on Low-Income Housing cited 1961 statistics showing families with the lowest 20 per cent of incomes were three times as likely as the average household to be living in a house or apartment that needed major repairs, twice as likely as the average family to be living in a unit that lacked an adequate heating system. There is little evidence to suggest that the situation has appreciably changed in the intervening 13 years."

The Council declared that few urban or rural non-farm low-income families own their own homes—other than senior citizens who bought houses many years ago when prices were still low—meaning the poor's housing dollars are not going toward building any sort of equity. The Council found that the supply of low-cost or public housing is grossly insufficient to meet the demand. All too frequently moreover, public housing projects become ghettos. The alternative of rent controls is unlikely to work, noted the Council, because landlords will refuse to maintain their buildings or will sell them.

One Answer

An emerging sector in the housing market, the non-profit sector, may help low-income groups. Non-profit housing (built by non-profit corporations or housing co-operatives) differs from private housing

in that no one gains financially from such housing after it is built, and unlike public housing, it is privately-owned. Although the non-profit sector provides only a tiny proportion of the total housing in Canada, the federal Government has realized its potential and has instituted aid through amendments to the National Housing Act: start-up funds, low-interest loans, grants, and rent subsidization. But the rent subsidization program operates as part of the federal-provincial cost-sharing arrangement, and each province must approve its implementation.

"It seems clear that the non-profit sector will play an increasing role in Canada's housing market," said the Council. "What is not yet clear is the extent to which the poor will be able to benefit from this. If the non-profit sector is to play a significant role in providing low-cost housing for low-income families, the various provinces must implement this rent subsidy program in a substantial manner. At present, only a few provinces have indicated an interest in doing so. By tying a subsidy program to the non-profit sector, there is an absolute guarantee that no part of the subsidy will go toward the profits of the landlords. This is a crucial feature, since it would be totally unacceptable for public money to be used for increasing already considerable private profits."

Large-scale subsidy programs making direct payments to families on the basis of income might provide short-term relief, but will not solve the problem unless the housing supply is greatly increased; otherwise, in the Council's opinion, the long-term subsidies "would simply have the effect of raising the ante in the bidding game. Only if the supply of houses were consequently expanded could such a program be effective; otherwise, the increased demand would only drive up prices and once again leave the poor out of the buying market. The same would apply to the rental market."

Other Inequities

Credit and utilities are two other areas in which the poor suffer inequities of treatment, contended the report. Modern advertising and marketing methods "convert those who might have been happy with a simple, relatively non-materialistic existence into accepting society's regime of material values, and produce feelings of failure in those who cannot realize them." As well, the massive availability of consumer credit since 1945 has provided the means by which many consumers have entered the mass consumption world.

"A recent survey by the National Anti-Poverty Organization found that fully half of the heating oil companies in the Ottawa area would not make a delivery for cash payment, insisting on the opening of a charge account," disclosed the report. "'Chargex makes the whole world a giant department store' says the bank's advertisement. But we have already seen some of the ways how, for low-income consumers, credit is all too often a last-ditch form of income supplement in the daily battle for survival. Shackled by insecure employment and low and uncertain incomes, credit has in many cases bought, not material well-being, but fraud, deception, over-commitment and heartbreak. The path into the 'affluent society' has too often proved an endless road of debt, default, bill collectors, repossessions, and bankruptcy."

There is need for government action in the field of credit, the Council maintained. Incentives should be developed to encourage credit unions to recommit themselves to serve the credit needs of the poor. The 1966 Joint Committee of the Senate and the House of Commons on Consumer Credit and the 1971 Special Senate Committee on Poverty both proposed programs for providing subsidized or guaranteed low-interest loans to low-income consumers. These proposals should be implemented, and credit grantors should be required to disclose the true annual rate of interest in all ads. There should be consideration given to regulating the volume, form and aggressiveness of credit ads, as has been proposed in Québec. And an end should be brought to the practice whereby married women lose their independent credit rating and acquire that of their husband. As well, contends the report, temporary relief from over-commitment can be realized through legislative action, making bankruptcy more accessible and restricting collection remedies.

The poor also suffer at the hands of utilities, asserted the Council. Low-income consumers are judged to be high credit risks and must routinely pay security deposits to get telephone service, gas, or electricity. "Requiring this only of the poor consumer is to place a major burden on those whose shoulders are least able to bear it. Couple this with the ability of these utilities to

unilaterally invoke self-help debt-collection remedies by cutting off the service without having to prove the existence of the debt, and the poor are almost totally at their mercy. Newspapers in 1972 reported the case of an elderly woman in Toronto whose power was cut off in midwinter for non-payment of her bill, and, as a result of the cutoff, died of exposure in her unheated home. While the publicity given to the action of the utility in this particular instance was uncommon, the instance itself was not. In 1972, Gaz Metropolitan, for example, cut off the gas in 3,000 Montreal homes."

The reports suggests that security deposits be abolished, and that utilities be required to obtain court permission before cutting off service: this permission would only be granted with proof that the customer is able, but unwilling, to pay.

NFB

The Right to Know

Informal, accessible, inexpensive, and highly visible grievance-solving mechanisms are desperately needed, asserted the report. The federal and provincial consumer protection bureaus are not reaching the low-income consumers. They must report through the media. And they should be more specific in the information they publicize: naming names, releasing the information in their files. As the report put it: "What is needed is a whole new attitude toward the consumer's right to know. As long as the attitude of governments is that what happens in the consumer marketplace is primarily a private matter, the consumer will continue to be at the mercy of marketing organizations. And the poor consumer, with least access to information, will be the most helpless of all."

"These few examples given here are each very different and yet depressingly similar in their result. Directly or indirectly, the effects of poverty reinforce the circumstances of poverty and the vicious circle continues. The poor pay more because they are poor; and because they are obliged to pay more they are made even poorer. The circle can only be broken if the poor are made non-poor. There are some 'foxes in the chicken coop' and government action can drive them out. But the poor are exploited as consumers and obliged to pay a premium for their poverty for reasons which are curable only by programs of income distribution which will guarantee them an income adequate to enable them to participate as consumers in the Canadian society on the same basis as other consumers."

ILO 59TH CONFERENCE

Leaders of world industry and labour joined government representatives at the 59th International Labour Conference in action designed to cut the death toll taken by occupational cancer.

The Geneva conference, attended by more than 1,400 delegates, advisers and observers from 119 countries, including Canada, also set guidelines for the promotion of paid educational leave to help people keep their working skills up to date.

Discussions were held on the protection of migrant workers, promotion of rural workers' organizations, and modernization of standards on vocational guidance and training. New standards on these subjects will be set at next year's session.

Campaign Against Cancer

Conference action signalled the start of a worldwide campaign to combat occupational cancer, which claims hundreds of lives every year among people who have come into contact with carcinogenic (cancer-causing) substances at work. Delegates drew up two international agreements aimed at limiting both the use and the adverse effects of such substances, and at strengthening protective measures against them.

The first agreement, the Occupational Cancer Convention, commits ratifying states to: (1) controlling or banning dangerous materials; (2) replacing them where possible by less harmful substances, and reducing the number of workers exposed; (3) prescribing protective measures; (4) informing workers of danger and how to avoid it; (5) monitoring exposed workers' health; and (6) enforcing all these provisions by laws or other means, to be decided in consultation with workers and employers.

The second agreement, the Occupational Cancer Recommendation, sets out the ways in which these principles should be put into practice. It requires workers to observe safety procedures and to use protective equipment, which might include respirators in the case of inhalation risks. Both the Convention and the Recommendation call on responsible authorities to keep protective measures up to date by using ILO and other safety guidelines.

In a separate resolution, the conference called on the ILO Governing Body to make special arrangements, such as a committee of experts, to keep employers, workers and governments aware of increasing medical knowledge about cancer. It also called for warnings about substances that are suspected of causing cancer, even though there might be no evidence that they affect humans as well as laboratory animals.

The Occupational Cancer Convention and Recommendation are the first international labour standards to cover the entire field of known and potential cancer-causing substances. Known hazards range from traditional materials such as tar, which can cause skin cancer in road workers, to modern compounds such as the aromatic amines used in rubber processing.

Figures released by the world labour body show that employees in certain industrial sectors face high cancer risks because of the nature of their work. The rate of lung cancer among workers at one chrome production plant in the U.S., for example, was reportedly 40 times the standard rate for white and 80 times that for black workers.

It is a well-known fact that long-term exposure to asbestos dust can cause serious disease. A noted American researcher has predicted that by the end of this century, asbestos will claim the lives of one million Americans who have worked or are now working with the fibrous mineral. "All will die in the next 30 to 35 years," Dr. Irving Selikoff of Mt. Sinai School of Medicine told a Senate subcommittee on the environment. About 200,000 will die of lung cancer, another 70,000 of asbestosis or lung scarring, another 150,000 of other cancers, and the rest of a variety of other ailments.

Tar, soot, paraffin and mineral oils can attack the skin of petroleum workers and road builders. Chrome, nickel and its compounds can act in the same way on electrolytic platers, causing cancer of the lungs, jaws and nasal regions. Many other substances are suspected of causing cancer of the liver, lungs, skin or bladder.

Delegates stressed the need for fast, up-to-date information in what is intended to be literally a life-saving operation. Some cited vinyl chloride monomer—used in making PVC (polyvinyl chloride) plastics—as an example of a material under suspicion. Data on the occurrence of occupational cancer, gathered by countries acting on the new ILO standards, will increase knowledge of the disease and of ways in which it can be fought.

In a further resolution, the conference asked the Governing Body to see what can be done to aid potential victims of cancer and other industrial diseases who are forced to change jobs to protect their health. This is an increasing problem, since modern diagnostic techniques make it possible to detect some diseases in an early stage, before the point at which the worker becomes unfit enough to claim disability payments. He may, however, suffer from loss of pension and other rights by having to change jobs.

Protecting Migrant Workers

The conference called for international co-operation in wiping out the exploitation of migrant labour, which has in recent years led many workers into lives of misery.

A proposed Convention, to be circulated among member states and reconsidered for final adoption next year, says all necessary measures should be taken against traffickers in illicit migrant labour. It would also require member states to actively promote equality of opportunity and treatment for migrant workers.

An accompanying proposed Recommendation calls on member states to foster public understanding of the principle of equal opportunity. It urges them to adopt social policies in favour of migrant workers, including aid in reuniting migrants with their families and in warning migrant workers about safety and health hazards (a migrant is more than twice as likely to have an accident at work than a local worker).

The conference called on the ILO to mount an extensive program to aid the drought-striken regions of Africa through technical co-operation and other means. The disaster has forced large numbers of people to migrate.

Paid Educational Leave

By adopting a Convention and a complementary Recommendation to promote the granting of paid educational leave, the conference gave workers the possibility of updating their education and training throughout their working lives.

The ILO believes that this is one of the most basic social policy needs of our time. Progress in science and technology, unpredictable economic developments and changing economic and social relations call for the continuing extension and adaptation of workers' knowledge and skills, so as to help the worker find his true place in his career and in his community.

The Convention defines paid educational leave as "leave granted to a worker for educational purposes for a specified period during working hours, with adequate financial entitlements." Although experience in this field is still limited, and developing countries feel they have more urgent needs to meet, the conference felt it necessary to set objectives without delay. It decided that paid educational leave should be made available to workers by methods suited to national conditions and practice, and by stages if necessary.

The means by which the leave is granted may include national laws and regulations, collective agreements, arbitration awards, or other ways in line with national practice. Such leave should be used for training at any level, for general, social or civic education, or for trade union education. It should be co-ordinated with policies governing employment, education, training and hours of work. Full use should be made of all available education and training facilities, the Recommendation says, and teaching methods should take account of the objectives of paid educational leave. When leave is taken for trade union education, the workers' organization concerned should be responsible for selecting candidates.

Moreover, workers should be able to maintain their level of earnings during paid educational leave, and should be compensated for any major additional costs of education or training.

The conference asked the ILO to undertake research and encourage the organization of meetings on the subject, and to provide member states with technical support for planning and carrying out paid educational leave programs. The ILO was also requested to collaborate closely with other interested international organizations, particularly the United Nations Educational, Scientific and Cultural Organization.

Lifelong Training

Training for work, and guidance in choice of jobs should be available to men and women throughout their working lives, the conference decided. It drew up a proposed Convention and Recommendation designed to complement existing international labour standards and to promote a modern view of guidance and training as lifelong processes. The 1975 conference will take final action on the two texts.

The aim of the proposed measures will be to help workers to participate actively in technological, social and economic change; to help them satisfy their aspirations; and to permit a nation's labour force to acquire new skills and knowledge as they are needed. To make all this possible, the proposed standards call for open, flexible and complementary systems of general and technical education and of vocational guidance and training, which should be available to all workers without discrimination.

ILO Director-General Francis Blanchard called for an intensified campaign against mass poverty and for a wide-ranging inquiry into present-day living and working conditions, which would point the way to policies suited to modern man's needs. He was replying to a general debate in which more than 200 speakers took part. They included Senora Maria Estela Martinez de Peron, President of Argentina, Tun Abdul Razak, Prime Minister of Malaysia, and some 90 government ministers.

NFB

Campaign Against Poverty

Present-day economic policies and practices cannot generally solve the problems of poverty that face most men and women, Blanchard said. "In real terms they mean that millions of human beings are waiting every morning for the miracle which will bring them a little work, or every evening are comparing the day's earnings with those of privileged minorities. Three out of four of those people live in rural areas and their fate is often decided by a handful of people whom they will never see."

The International Labour Organization should intensify its campaign against poverty by international, regional and national action on behalf of these underprivileged masses, wherever they are, and starting with the Third World, Blanchard declared. This calls for development of activities within the ILO's World Employment Program, efforts to remove income disparities, activities in favour of organizations of rural workers, and ILO work on vocational training, advanced training and re-adaptation.

Regional bodies of the ILO will have an important part to play in this campaign, with the support of United Nations regional organizations and specialized agencies, and of bilateral aid agencies.

NFB

Organizing Rural Workers

Although three fifths of world labour is engaged in agriculture, rural workers are generally poor, under-educated, under-trained and unable to improve their lot because they lack strong organizations to defend them. The urgency of the problem was recognized by the conference when it held its first discussion this year on the question of organizations of rural workers and their role in economic and social development. It produced a draft Recommendation that, after revision, will return to next year's conference for adoption as an international labour standard.

The text says such organizations should be able to defend rural workers' interests and should involve the workers actively in development programs, agrarian reform and public works. They should be able to promote access to credit and supply, and contribute to the improvement of working and living conditions. Member states would be called on to encourage and support rural workers' organizations through legislation, administrative measures, education, training and material assistance.

Economic Growth

Discussing the recent tendency to question the benefits of economic growth, Blanchard said it is important that those who want to see it reduced or halted should share their concern with all those who are disturbed by low living standards, shortage of jobs and the suffering of workers. For this reason, the international campaign against poverty and the general inquiry on human labour should be closely linked so as to reach a dual objective—raising the living standards of the least privileged, and preserving the environment.

Malaysian Prime Minister Tun Abdul Razak told conference delegates that the industrialized countries had failed to take adequate steps to meet the problems of inflation, unemployment, trade negotiations, international monetary reform and other pressing social issues.

The Prime Minister emphasized that an underlying cause of inflation is "the lack of political will and discipline in important areas of the industrialized world." As a consequence, inflation has been exported to other countries, causing the most hardship for the poor. He warned that inflation erodes social justice. "In the long run, few societies today can expect to grow with impunity if they do not heed the pressures for an equitable distribution of resources," he declared.

"In some quarters it appears that the unwitting victims of many of the crises we face will be labour—in the form of growing unemployment," said Tun Abdul Razak. In citing ILO statistics for world unemployment and underemployment—300 million in a world labour force of 1,600 million—the Prime Minister said, "it would be singularly unfortunate if governments or industry respond to these crises with measures that further swell the pool of idle and under-utilized labour."

Among the changes bringing problems that the ILO must confront, Director-General Blanchard noted that the conditions of man's work, and even the value of work itself, have been brought into question. "The growing unrest can be put down largely to the fact that the vast majority of nations have not succeeded in improving living and working conditions rapidly enough in a period when technical progress has been so staggering." Urgent action is needed to make profound changes in work and the working environment "if our international civilization ... is not to lose its most powerful generator, the productive effort of man."

Inquiry on Work

He envisages the launching of a general inquiry on men and work by the ILO, linked with a program merging the traditional themes of working and living conditions with the more recent ones of humanization and reorganization of work, together with environmental protection. In the industrialized world, the investigation would not be limited to the new experiment of doing away with assembly lines, but would embrace all the efforts being made to render work safer, less taxing physically and more bearable mentally.

In the Third World, it would survey these conditions in the main economic sectors and study the extent to which existing international labour standards are observed. Special attention would be paid to the importation by Third World countries not only of industrialized nations' processes, but also of the total sum of sacrifices demanded of workers, such as repetitive labour, long working hours and occupational hazards. Worker participation in decisions concerning the working environment would also be examined.

Women

Another social change, noted Blanchard, is the arrival and acceptance of women in the organization and life of our previously male-dominated societies. There is, however, a wide gap between equality in principle and in reality. Vigorous action should be taken in such matters as equal pay and access to employment and promotion.

Youth

"The last social change that I wish to mention, which perhaps summarizes all the others, is the arrival of youth," Blanchard continued. "In many countries, young people seem to represent a counter-society. But have we been able to prepare them for the employment, the framework and the working conditions which would allow them to develop their potential in our society?"

Youth is in the majority in the world, which means that ILO activity concerns youth above all, he observed. This provides a further justification for the ILO's fight against poverty and its struggle for better living and working conditions.

Social Doctor

Referring to the political nature of some of the topics discussed at the conference, Blanchard pointed out that for the world's workers the ILO is a kind of social doctor. "This doctor must help to diagnose the illness, prescribe the remedy, and heal. The doctor does this by concrete acts, which political debates—important as they are—must not hinder. . . . What really matters is community of interest and the will to work together to take practical steps to improve living and working conditions for the benefit of the workers for whom, it should be recalled, this Organization was created."

Resolutions were passed on human and workers' rights in Palestine and other occupied Arab territories, and in Chile; on financing conference delegations; and on future ILO activities concerning employment and the working environment.

Palestinians' Rights

The conference declared that any occupation of territory following aggression constituted in itself a permanent violation of human rights and in particular of trade union and social rights. It condemned the discriminatory policies pursued by the Israeli authorities against the Arab peoples.

The ILO's Governing Body and Director-General were asked to use all the means at the disposal of the International Labour Organization to put an end to these practices and to take all measures capable of guaranteeing the freedom and dignity of Arab workers in the occupied territories.

Chile

The conference urged the Chilean authorities to put an end to violations of human and trade union rights and to lift all restrictions on the exercise of trade union activities.

It invited the ILO's Governing Body to instruct the Director-General to take urgent steps to send the ILO Fact-Finding and Conciliation Commission to Chile immediately. Chile has agreed that the case be referred to the Commission. The conference also called for a Commission of Inquiry to be set up to study the failure of Chile to apply the ILO's conventions on Hours of Work and Discrimination in Employment and Occupation.

Delegates asked the Governing Body to speed examination of ways to help member states send tripartite delegations to the conference, especially from the developing countries, through partial or full payment by the Organization of travel costs and subsistence allowances.

The conference invited the ILO Governing Body urgently to study the possibility of convening a tripartite world conference on employment, income distribution, social progress, and the international division of labour. It also asked the ILO to speed up its study program on the social consequences of the activities of multinational enterprises, and to prepare a report on the repercussions of inflation on workers' income and employment. Delegates asked that the full participation of workers' and employers' organizations be encouraged in technical co-operation projects supported by the United Nations Development Program.

Finally, the conference asked the ILO to undertake an action program to improve all aspects of the working environment and to organize meetings and carry out research on the subject.

The conference decided that a working party should be set up to review the ILO's structure. It will review such questions as the appointment of the ILO's Director-General, the composition of ILO bodies, and the conditions necessary for amendments to the Constitution to come into force.

The conference decided that the total of assessed contributions for the year 1975 should be maintained at the same level as for 1974—i.e., $45,134,500—and that the balance of budgetary income required should come from a special account and from arrears of contributions collected in 1974-75.

Officers elected by the conference were: President, Mr. Pedro Sala Orosco, Minister of Labour of Peru; Employer Vice-President, Mr. Edwin P. Neilan, U.S.A., former Director, Chanslor Western Oil and Development Company and a member of the ILO Governing Body; Worker Vice-President, Mr. Kanti Mehta, Vice-President of the Indian National Trade Union Congress, and a member of the ILO Governing Body; Government Vice-President, Ambassador Imre Kömives, Permanent Representative of the Hungarian People's Republic to the United Nations in Geneva.

Canadian Delegation

Government Delegates – Jean-Pierre Després, Assistant Deputy Minister, Department of Labour; W. H. Barton, Ambassador and Permanent Representative of Canada Accredited to the United Nations Office in Geneva.

Advisers and Substitute Delegates—Guy de Merlis, Assistant Director, International Labour Affairs Branch, Department of Labour; R. P. Campbell, Deputy Minister of Labour, Province of New Brunswick; Robert Johnston, Deputy Minister of Labour, Province of Ontario; J. Merrill McAlduff, Deputy Minister of Labour, Province of Prince Edward Island.

Advisers—Lucille G. Caron, Assistant to the Director, Women's Bureau, Department of Labour; A. R. Gibbons, Director, Conciliation and Arbitration Branch, Department of Labour; D. R. MacPhee, Second Secretary, Permanent Mission of Canada to the United Nations Office in Geneva; Thomas H. Patterson, Senior Consultant, Occupational Health, Medical Services Branch, Department of Health and Welfare; A. W. Sullivan, First Secretary, Permanent Mission of Canada to the United Nations Office in Geneva; H. L. Voisey, Regional Director General, Prairie Region, Department of Manpower and Immigration; Jan K. Wanczycki, Chief, International Standards Division, International Labour Affairs Branch, Department of Labour.

Secretary—Georgette Dumoulin, Accident Prevention and Compensation Branch, Department of Labour.

Front row, l. to r.: D. R. MacPhee, J. K. Wanczycki, J. Simonds, J.-P. Després, W. H. Barton, C. C. Belden, H. L. Voisey. Second row: L. K. Abbot, A. W. Sullivan, J. M. McAlduff, A. R. Gibbons, R. P. Campbell, P. S. Doyle, R. J. Gallivan, Guy de Merlis. Third row: C. Bilodeau, G. Gilchrist, T. H. Patterson, G. Dumoulin, R. E. Wilkes, J. F. Walsh, L. G. Caron, R. Maione, J. Desmarais, E. L. Hartley. Absent from photo: W. E. Curry and Robert Johnston.

Employers' Delegate—C. C. Belden, Vice-President, Employee Relations, Dominion Bridge Co. Limited.

Employers' Advisers—R. J. Gallivan, Manager, Personnel Services Group, Canadian Industries Limited; E. L. Hartley, Chairman of the Board, Frankel Structural Steel Limited; R. E. Wilkes, Executive Secretary, The Railway Association of Canada; W. E. Curry, Director, Indusmin Limited; P. S. Doyle, Industrial Relations Manager, Ontario Division, The Canadian Manufacturers' Association.

Workers' Delegate—John Simonds, Executive Secretary, Canadian Labour Congress.

Workers' Advisers—Romeo Maione, Director, International Affairs Department, Canadian Labour Congress; Gilbert Gilchrist, Area Supervisor, United Steelworkers of America; Charles Bilodeau, International Brotherhood of Firemen and Oilers; Lloyd K. Abbott, Regional Vice-President Canadian Brotherhood of Railway Transport and General Workers; Jacques Desmarais, Legal Adviser Confederation of National Trade Unions.

G.S.

A MAJOR CLRB JUDGMENT

For the sake of industrial peace, union certification should be based on the proportion of members signed up at the date of application rather than at the date of hearing, the Canada Labour Relations Board ruled in a recent judgment.

The case involved an application by the General Drivers, Warehousemen and Helpers, Local 979 of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America to represent in a bargaining unit 44 employees of Swan River-The Pas Transfer Limited of Winnipeg. On March 16, 1973, when the application for certification was filed, a majority of the workers wanted to join the Teamsters.

The company responded to the application by requesting a hearing, which, because of a backlog of work at the Board, was not held until September 10, 1973. In the intervening months, 23 employees left the company and were replaced by 23 new workers. The union made no effort to sign up the new employees, the CLRB was informed, because previous Board practice had been to disregard members who signed up after the date of the application.

The Canada Labour Code allows the CLRB, at its discretion, to authorize a representation vote among employees of a proposed bargaining unit as proof of their desire for union certification. The company contended that, in view of the special circumstances—the delay in the hearing and the staff turnover—such proof was needed at the time of the hearing, not at the time of the application. In the union's view, all the legal requirements for certification eligibility were met at the time of the application, and the delay was irrelevant to the legal question. The Board's concern was that "by way of extension, the company's interpretation would have to be adhered to in almost all such cases. Far-reaching consequences would evolve if the Board were to adopt the interpretation suggested by the respondent."

The Board's final decision made reference to "basic philosophies of labour relations," which are based on the belief that the purpose of the Canada Labour Code is to promote industrial peace. The company argued that this object could not be achieved if there was a certification without a vote when there was no membership support. The judgment noted, however, that the majority of labour specialists follow another school of thought—that "industrial peace is bound to be disrupted for long periods of time if the Board has to take into consideration events taking place between the date of application and any subsequent date." Once it becomes known that, after the date a worker signs a union membership card, circumstances can change and affect the decision of a labour board, there is the possibility of labour relations chaos: Unions actively pursuing memberships, employers coercing workers to leave the union, or rival unions filing after-thought applications.

"These are all realities of labour relations: all are disruptive of industrial peace. Of course, there are situations where a labour board has to ascertain by vote the true wish of the employees, such as when it is alleged and eventually proven that the majority status was reached by illegal methods, threats, false representations, or fraud vis-à-vis the employees. However, outside of these circumstances, if the date of the applications is not determinant and all of the above situations are allowed to develop, a labour board might be reduced to ordering votes in almost all cases," said the judgment.

"In general, the best way to achieve industrial peace and stability in this connection is to establish a machinery whereby the workers are impressed with the seriousness of signing a union card and disbursing money, since this will be considered as the chief and best expression of their free wish, one that cannot be changed at will or changed easily after the application is made.

"This must be a system where the employers know that it is virtually useless to campaign to obtain resignations once the application is in; a system where, once the application is made, the union will stop campaigning to obtain signatures because it would serve no purpose in establishing majority status; a system that will not create a temptation for some employers to commit unfair labour practices to obtain resignations or indulge in effective legal campaigning against the union."

Therefore, the judgment summed up, neither the uncontrollable lapse of time between the application and hearing dates, nor personnel turnover should detract from or interfere with certification.

THE HEADHUNTERS—

A Look at Temporary Employment Services

by BONNIE CAMPBELL

"I am a Headhunter" is printed boldly across the top of a one-page ad in a Toronto newspaper. The Headhunter is recruiting employees for Opportunities Unlimited, a private employment agency that specializes in finding temporary specialized workers for both government and private industry.

Private agencies such as Opportunities Unlimited are able to flourish because Canada Manpower, the federal government public employment agency, deals exclusively with full-time employment and does not actively seek out potential workers.

The Headhunter states that his firm recruits employees for companies who are desperate for good workers on a temporary basis. "So desperate they'll pay us a very good fee for each one we find," he continues, "so much, in fact, that it would be embarrassing if we weren't worth every penny. To find a good secretary, we earn a fair reward. For an expert draftsman, more. For a computer programmer, more still."

Most employers like to recruit through a temporary agency because they are not responsible for fringe benefits, payroll costs and the costs of recruiting an employee. The firm pays the agency the going hourly rate of pay for a specific job category plus a markup cost of approximately 50 cents to one dollar an hour. The markup covers the expenses of the private employment agency—advertising, canvassing of employers, and public relations. In 1966, the last year for which figures are available, payroll costs took up an average of only 25 per cent of the private agencies' gross receipts.

An Office Overload representative in Ottawa, Maureen Price, believes that the client has found it a cost saving to pay Office Overload for its services rather than to undertake them himself. "Office Overload has spent many years specializing in the temporary office help field, and has developed techniques for hiring, interviewing, selecting, and keeping in constant touch with the right kind of people who want temporary work," said Mrs. Price. "The client finds it far less expensive to let Office Overload organize his temporary staffing for him."

Temporary employees are also useful to firms with seasonal workloads. If a firm staffs to maximum work periods, the workers may be underutilized in the slack periods. An often-used alternative is to staff minimally and then to hire temporaries when conditions demand.

Workers are attracted to the private employment firms because of the temporary nature of the employment, which meets the needs of those who wish to enter, leave, and re-enter the labour force without the restrictions of full-time employment.

Temporary agencies have been in operation since the late forties in both Canada and the United States. Robert B. Millers, President of Employees Overload, an American temporary help agency, began in 1947 by running an ad in a New York newspaper. The ad asked people who wanted to work for Miller at their own convenience to phone him. He had hundreds of calls. Miller repeated this experiment in other cities and came away convinced that a service able to provide work for such people would have a tremendous reservoir of available labour.

Stanley Aaron, President of Canada's Personnel Pool, started his temporary agency 17 years ago. He needed money to go back to university in the fall and thought that it might be a profitable business venture to start up his own employment agency, providing temporary workers for the various government departments in Ottawa. His business was so successful that he never returned to university. This is his only regret.

In the postwar period, the demand for temporary workers increased, especially in the sector of industry specializing in managerial, professional, technical, clerical and sales occupations. The Economic Council of Canada's Eighth Annual Review described successful agencies as "those which continually move into new areas to exploit shortages of workers in particular occupations and professions."

The U.S. Census reports that in 1963, the temporary office help section of the industry had 816 firms selling $159 million of business; and from 1963 to 1967, the number of firms increased by 50 per cent, and sales by approximately 100 per cent, to $331 million. The same report states that about 2 per cent of the work force—1.6 million persons—can be classified as temporary.

In France, temporary help agencies provide work for approximately 1 per cent of the work force, and by 1980, this is expected to rise to 5 per cent.

Temporary agencies are prospering in England as well. The London **Economist** reported that the Employment Agency Federation in London has 193 members, about 60 per cent of all the agencies in the city, who provide temporary clerical help.

In Canada, the only figures available on these agencies are derived from the 1961 and 1966 censuses. For certain occupational groups, notably professionals and white-collar workers, private agencies are a particularly important job intermediary. In fact, when the agencies' gross earnings per labour force member are compared for Canada and the U.S., it appears that during the mid-1960s such agencies were more important in Canada than in the United States.

In 1961, private agencies had only 52 locations and gross receipts of less than $3 million. By 1966, there were 248 locations and gross receipts in excess of $35 million—a total increase in receipts of over 1200 per cent.

These statistics show that there is a shortage of temporary workers and an increasing demand for their services. The real question is, then, what do private agencies provide that public agencies do not, or could not provide? Why would any employer pay a fee to a private agency for filling a vacancy when the public agency stands ready to perform this function without charge?

The Canadian Labour Congress, in its 1974 memorandum to the Government, believes that the federal Government, by way of the Canada Manpower Centres, should take over the functions of the temporary agencies.

"Some of these agencies, we are prepared to admit, conduct a legitimate operation, but most of them in our view make a sizeable profit by exploiting the plight of jobless workers."

The Canadian Labour Congress noted that "private employment agencies and their activities do not come within the constitutional powers of the federal Government. The Congress recognizes this, but the point that is somewhat overlooked, is that if Canada Manpower was doing its job effectively, there would be no demand for these private employment agencies across the country."

A private members bill intended to impose some controls on temporary employment agencies had been brought before the Commons in March of 1973. The purpose of the Bill was to have the federal Government negotiate with the provinces to ensure the implementation of the International Labour Convention concerning fee-charging employment agencies—and to prevent some from charging exorbitant fees in the placement of unemployed workers. But, like most private members bills, it died on the order paper.

Could Canada Manpower take over the services presently operated by the private agencies? Most of the private agencies say no. Those in the private sector, guided by the profit motive, believe that business is more efficient than the Government.

Canada Manpower Centres across Canada do have the network for setting up their own temporary employment service, but to date, it has not been expanded to include secretarial and clerical workers.

"Casual Pool," the federal government temporary service, has been in operation since 1942 when it was created as part of the National Employment Service, under the Unemployment Insurance Act, implemented in 1941. Casual Pools, located in all major Canadian cities, provide temporary workers for the labour and service sector of the economy.

When the service was set up in 1942, it was used extensively, but by 1946, numbers dropped as the number of private firms recruiting temporary workers increased, said Joe Keeble, who has been with "Casual Pool" since its introduction in 1942.

Canada Manpower has started a temporary casual pool for students in its summer student program. "It is a major section of the summer student program and accounts for about 10 to 15 per cent of all jobs placed," said summer job counsellor John Tobias.

Most of the part-time jobs reported to the summer student program are odd jobs—cleaning, painting, gardening and general labour. Few secretarial and clerical jobs on a temporary basis are reported to the manpower centres.

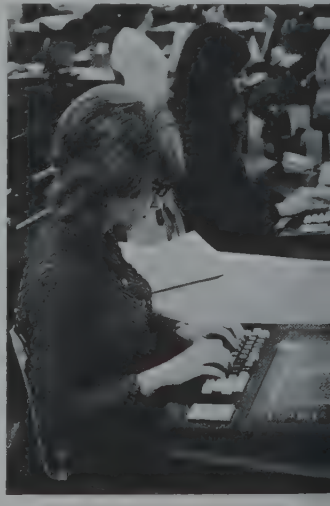
"Most of these jobs are handled by private firms, such as Office Overload or Personnel Pool," said Mr. Tobias. "If they weren't around, I suppose we'd be looking after that part of the labour market."

But according to an official government spokesman in Ottawa, the federal Government is planning its own temporary employment agency similar to the Ontario Government's temporary agency.

The Ontario Temporary He
Agency, which provides tempora
workers for the Ontario ministri
has been in operation since Mar
of 1968, when the Ontario Ci
Service Commission decided su
a service was needed.

"Consistent payments were bei
made to the private agencies f
short-term staffing requirement
said Maureen McEwen, Chief
Employment for the tempora
employment program. The Onta
ministries who employ worke
through the agency are billed on
a month, and charged a five p
cent administration fee over a
above the total wages received
the temporary worker. At the e
of the year, any profit goes back
the Ontario Government.

The private agencies ha
challenged the program and ha
created a pressure group, T
Canadian Institute of Tempora
Help and Business Services,
lobby against government-r
temporary employment agenci
President W. J. Coke believes th
private contractors have in the pa
serviced the government's nee
adequately, and there is no ne
for a government-run operation.



ntario maintains that it can run its vn temporary agency at a cost wer than that provided by the vate agencies, and at the same ne offer a high quality, special- ed service benefiting the nployee, who receives higher ges.

its Eighth Annual Review, the onomic Council of Canada reed that a public agency could ndle the temporary job market ore equitably than private encies. It would be vital, wever, for any public agency to vastly different from the present nada Manpower Program.

the moment, Canada Manpower ntres do not employ the recruit- g techniques, such as sophisti- ted advertising and promotional tivities, used by the private encies to locate employers eding temporary and full-time orkers. The Manpower Program rves the entire spectrum of job nters, but to a substantial extent "employee oriented." If Canada anpower is to properly service e job market, it will have to adopt me of the selling techniques of e private agencies while aintaining the non-profit attitude a government service.

owever, some of their techniques ve been adopted. The Manpower ogram has recently attempted to crease the number of successful placements. The director of the partment's manpower delivery stem, John Devlin, said that hough the department has taken a traditionally passive role in matching people to jobs, it is now using new ideas and new methods to increase the visibility of manpower centres and their job information service. These include window displays, storefront operations and travelling mobile units.

Manpower's aggressiveness follows the policy announced in November 1973 by Manpower and Immigration Minister Robert Andras. He told a Commons Committee that the new program would replace the "static, mechanical clearing house aspect" of previous manpower policies with a more flexible and dynamic approach.

Another important difference between public and private agencies is their attitude toward communicating information about job vacancies. Public agencies make information available to all job hunters: private agencies keep information on job vacancies and available workers confidential, since they would be unable to charge for information available free.

Because private agencies will continue to be used extensively as a means of finding employment, there must be a way of ensuring that job hunters have an equal chance at all available jobs. This means that all job information must be public. The restriction on the flow of job market information could be minimized if all temporary employment agencies were compelled by law to report job vacancies to Canada Manpower. A file in Canada Manpower centres could list the extensive information on the job vacancy along with the name of the private agency involved.

NFB

Private agencies can make an important contribution to the job market system; as recruiting specialists they serve as an effective adjunct to the employer's personnel office, saving him the time and trouble of recruiting workers. If they can be integrated into a revised Canada Manpower job market information system, private agencies will then be performing their proper function.

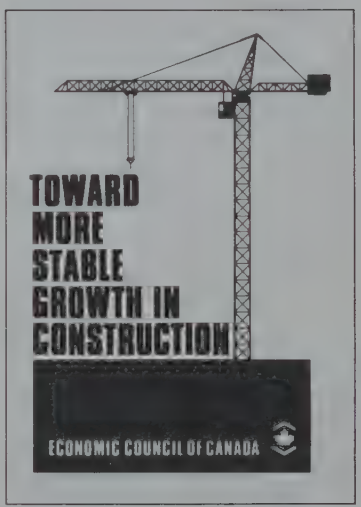
ECC proposals

Stabilizing the Construction Industry

by TED WEINSTEIN

A system of levies and incentives along with a federal review of the economic impact of major construction projects—all designed to help alleviate the costly cyclical nature of the construction industry—have been recommended by the Economic Council of Canada.

The Council released a study on the industry, **Toward More Stable Growth in Construction,** last July about 30 months after Prime Minister Trudeau had requested the ECC to examine the industry, particularly its cyclical instability. The resulting 243-page document, containing 11 recommendations, incorporated the ECC findings after 15 background studies had been completed and 53 briefs submitted.



Economic growth patterns continually vary and repeat themselves in cycles, the Council noted. Why, then, are people so concerned about instability? "It is basically because the economic factors that enter into the production process—management, labour, equipment, materials, and to a lesser degree, financing—are not perfectly mobile."

In an unstable production situation, they experience periods of unemployment and involuntary idleness, or they may be less than fully productive in other periods, all of which represent real costs to society. Moreover, instability in the economy at large, and in the individual sectors such as construction, create price and employment pressures that alter the earnings or income positions of one group of Canadians relative to another. In the extreme, instability can lead to pronounced income redistribution, particularly at the peaks and troughs of the cycle.

n short, while some instability is evitable, too much is counter-oductive, inhibiting growth and e fair distribution of its rewards. ne key question becomes that of ow to minimize instability while aintaining economic growth," id the Council.

overnments are responsible to a rge extent for construction insta-lity, the study found. All levels of overnment, including Crown rporations, should co-ordinate eir plans to avoid simultaneously eginning several large proj-ts—the St. Lawrence Seaway and e Trans-Canada Pipeline, in the 50s, or the James Bay project and nergy exploration and pipeline rojects in the 1970s—which enerate a construction boom, llowed by a sharp recession. The deral Cabinet should review the hedules and prospective onomic impact of major projects decide whether rescheduling ould help alleviate the peaks and cessions, recommended the ECC.

ther recommendations were also ecifically aimed at govern-ents. As well as urging the federal overnment to review forth-oming major projects, the ECC ade the following suggestions: at all levels of government deter-ine target rates of growth for their epartmental spending on onstruction; that the heads of rge Crown corporations and her government enterprises be onvened by the federal Finance inister—in consultation with ovincial governments—to discuss eir construction plans and hedules; and that the federal and ovincial Ministers of Labour and anpower be convened to estab-h and study the findings of task rces concerned with (1) finding nployment for unemployed onstruction workers; (2) the ructure of construction welfare and pension plans; (3) ways and means of facilitating more orderly, phased construction activity; and (4) achieving greater uniformity of laws and regulations concerning the industry.

The federal Government should also institute a system of levies and incentives to help stabilize construction, the study suggested. The bonuses or incentives would go to customers—not the builders—would apply only to non-residential construction, and would apply only in specified construction slump periods. By the same token, the levies would also apply only to customers ordering construction in specified peak periods. The bonuses and levies would take regional variations into account and would not apply in neutral periods between slumps and peaks.

In line with previous government studies on housing and taxation, the Council also urged elimination of the sales tax on building materials because it fails to distinguish between kinds of construction and puts an unfair burden on low-income house buyers.

The study found that 1972's construction value of $17 billion was fairly evenly divided among residential, non-residential and government.

The federal share of construction spending has sharply fallen during the past 20 years: in 1952, it accounted for 33 per cent of all government spending, compared with about 15 per cent in 1972. Municipal governments accounted for about 33 per cent in 1972, and provincial spending for about 50 per cent. Government spending on construction has not become any more unstable, but with residential and private non-residential construction instability dropping substantially, the relative share of governments in total construction instability has risen sharply since 1952.

"Overall, government expenditures on construction account for about 33 per cent of all construction instability, very close to their relative importance in the total volume of construction activity. The federal Government accounted for 33 per cent of total government construction instability over the 1951-70 period; the provincial governments for 50 per cent, and the municipal governments, for 14 per cent. The federal Government, therefore, accounted for more of the instability than its share in expenditures," the study declared.

Construction instability is also caused by the changing level of demand in the economy as well as changing interest rates, according to the ECC. These factors, coupled with government action, result in a costly waste of manpower and material during slumps and in a short supply during peaks. Aggravating this are seasonal variations, fragmented labour patterns, and the diffusion of an industry made up of more than 80,000 private firms.

For the 600,000 workers in the industry in 1972, wages have risen faster than those in other industries. Their wages were about even with manufacturing wages in 1951, but by 1972, the average construction wage had reached $5.15 an hour, compared with $3.54 in manufacturing. "With higher wages and fringe benefits, better public health and pension protection, adult training alternatives, higher unemployment insurance benefits, and reduced seasonality, construction workers are not as financially insecure as they were even a decade ago," the Council noted. Nonetheless, cyclical instability of the industry tends to be associated with short-term jobs, seasonality, and unemployment rates three times as high as for male workers anywhere in the economy.

Public Archive

50 YEARS AGO

"Utilization of Workers' Spare Time," a Draft Recommendation of the International Labour Conference published by the International Labour Office (League of Nations) in its monthly magazine **The International Labour Review,** was one of a series of ILO studies on economic conditions in various countries. This study, which deals with measures taken in Canada to promote the amenities of social life in rural districts, was reprinted in the September 1924 issue of **The Labour Gazette:**

"Owing to their vast territories and scattered population, Canada and the United States differ from European countries in regard to the problems connected with the fostering of a rural civilization. In England a farmer is generally an employer of agricultural labour, but in Canada he frequently depends upon his own exertions to make a living and possibly to pay back the loan that has enabled him to make his venture. 'The initial problem was to break through the barriers that make for intellectual loneliness in farm life.'

"The home of the individual farmer remains the social unit even when hired labour is considered. The hired man who works all the year round is generally an unmarried man and lives in the farmer's house, taking part in the family life and having his share of the family recreations ... Provincial Governments in Canada are beginning to consider the need for more definite provisions for hired men in regard to housing accommodation. Thus Ontario offers farmers a loan o money at 5 per cent interes extended over a period of 20 year on condition that the farmer se aside one or two acres for the us of the farm hand. Generally speak ing, no difference exists in Canad between the interests of the farme and his hired man in regard t organized opportunities for recre ation, excepting only 'industr alized' farms connected with fru canning and dairying, which ar mostly within reach of urba centres.

"Modern conditions, however, ar tending to modify the loneliness o farm life ... In Canada and th United States the automobile ha entirely changed the habits of th farmer and his family. In Manitob Alberta and Saskatchewan alon

rly 20,000 motor cars have been rchased by farmers, and nough these are used primarily business purposes they add to value of 'spare time' after work. e rural telephone systems also d to break down the isolation in ich farmers and their families merly lived.

mmunity Halls

ne province of Ontario, by the mmunity Halls Act of 1920, ables local authorities, by means bylaws, to provide **community ls** and **athletic fields** in rural mmunities. The provincial vernment may grant one fourth the cost of a hall up to a maxi- m amount of $2,000 . . . It is ended that an athletic field shall attached to every hall, unless equate provision for athletic rposes is otherwise provided in district. Under the regulations de in accordance with the Act ery hall must include an assem- room with movable seats, stage d other equipment as may be proved by the Minister of Agri- ture, as also accommodation for brary and reading room where quired by the Minister. It is ended that these halls shall be ailable for all gatherings and etings of a community nature, e building and athletic ground ng 'for the use of all the people,' d to emphasize the character d purpose of every hall or field s established, the Act requires t the word 'Community' shall be t of the name of each and shall prominently displayed ..."

ricultural Education

bute was paid to the "far-reach- effects of the Agricultural ension Act of 1913 in developing the social side of farm life in Canada. The object of this act, it is stated, was the introduction of a decentralized form of **agricultural education,** and to provide an 'agricultural representative,' or local adviser, in each district. These officials, 'equipped with a practical knowledge of farm life and inspired by a desire to be of use to country communities, have stimulated and encouraged these to recognize their local problems and to work toward their solution ...

"Approximately two thirds of the annual Dominion grant, which has been made since 1913 toward agricultural instruction in order to supplement provincial appropriations, is devoted to bringing instruction to farming populations in their homes. Each agricultural representative has an office in some town centrally situated in relation to his district, and most of the local recreational activities such as Women's Institutes and Boys' and Girls' Clubs look to him for inspiration and encouragement...

Library Facilities

"Canada is in advance of older countries in the provision made for **libraries,** especially travelling libraries. In Ontario the demand for library privileges is greater among rural communities than in towns, and at the present time 350 out of 470 stationary libraries in this province are in country districts. The travelling libraries are maintained entirely by the Legislature and are conducted by the Public Libraries branch of the provincial Department of Education. The Department shares with the borrowing community the cost of transport of bookcases for use in the Community halls. Saskatchewan supplements the travelling libraries by an 'open shelf library' established at Regina, containing books on economics, sociology, history, the arts, etc., for the use of associations or individuals requiring them. Most of the readers are farmers, who are found to devote more time to study than people in cities.

"Women's Institutes were first established in Ontario in 1897 by a group of farm and village women, and the success of the movement soon caused them to spread throughout the Dominion. 'In many rural centres the responsibility for organization of entertainment for the community has been shouldered by wives and daughters who first learned from their Institute leaders how to stage an amateur play, lead community singing, or, in addition to getting up an entertainment, to take a worthy part in it themselves ... Everywhere they [the institutes] have stood for the establishment or increase of wholesale recreation, and their success is largely due to the fact that the Institute is non-partisan, non-sectarian and without class distinction'."

BOOK REVIEWS

INDUSTRIAL DEMOCRACY

JOB POWER, by David Jenkins (hardcover, Doubleday & Co. Inc.; paperback, Penguin Books Inc.)

by ED FINN

Most people involved in industrial relations, whether in unions, companies or governments, are so busy that they have little spare time for reading. If they can read only one book in 1974, however, it should be David Jenkins' definitive work on industrial democracy.

Unfortunately, the concept of a democratic workplace has been so thoroughly ridiculed and discredited in North America that most managers and labour leaders no longer take it seriously. They dismiss it as Utopian daydreaming, as the wishful thinking of extreme leftists or woolly-headed sociologists. They certainly wouldn't set aside the five or six hours needed to read **Job Power,** no doubt prejudging it as a waste of their precious time.

That's sad, because it might well be the most stimulating and productive five or six hours they will spend this year. Jenkins may not convert them all to believers in industrial democracy, but, if they give him a chance and read what he has to say with an open mind, they can't help but be impressed by the wealth of arguments and case histories he has marshalled to support his thesis.

Briefly stated, that thesis is that the replacement of autocratic managerial methods by employee decision-making power is not only feasible but imperative; that it will cure most of the ills that now plague our plants and offices; and that it will benefit employers even more than workers.

Job Power is not a polemic screed. Jenkins, athough he is strong advocate of industri democracy, is no fanatic. He spe two years travelling around Euro and this continent, studying all t experiments and innovations work methods introduced various nations and individu firms, and talking to manage unionists, politicians and worke before sitting down to his typ writer. The result is a tremendous informative and thought-provo ing book, described by **The Ne York Times** as "exciting, impo tant ... could revolutionize wo and organizational life . . ."

Jenkins sees industrial democra as "an idea whose time has come Employees the world over, points out, are showing the distaste for regimentation a authoritarianism in the workplac and demonstrating their desire " use their initiative and intelligen in their work—as is shown in mo or less constant, widespre absenteeism, turnover, and sab tage." As one expert he quotes p it, "The growth of affluence, t growth of education, has led to shortage of morons." Min numbing, arduous, repetitive jo and oppressive supervision are longer tolerable to today's young more educated worker.

Many of the European countri have gone well past the stage treating industrial democracy as theory, and are committed— different ways and differe degrees—to putting it into practic Jenkins reports extensively on t new "labour revolution" that taking place. He examines t kibbutz system in Israel, codet mination in Germany, s management in Yugoslavia, a the autonomous work teams Scandinavia, as well as the expe ments with democratic producti techniques undertaken by so companies in Britain, France a the United States.

would have been tempting to
y supporter of industrial democ-
cy to extract from these studies
ly those aspects that validate his
sumptions. Jenkins resists such
ective tendencies. He sees the
awbacks and difficulties, as well
the promising results, that are
herent in the democratic
proach to work management.
n surveying the variety of
proaches," he writes, "and
spite the serious defects that
flict many of them, we see in
most every case that the advan-
ges outweigh the disadvantages
. The fact is that democratic
ethods have worked under an
onishing variety of conditions,
d with such varied groups as
esmen, scientists, production
orkers, office workers, and
ople across the spectrum of
ucation and skills."

henever a company has made a
nuine effort to democratize its
rk system, the results have been
ectacular in terms of both
proved employee morale and
creased production. Operating
sts have been reduced by as
uch as 50 per cent below those of
comparable, conventional plant,
spite much higher pay scales.
senteeism and turnover have
tually disappeared. Why, then,
most companies—and
ions—in Canada and the United
tes continue to dismiss indus-
al democracy as a crackpot idea?
the main, it's because of their
nservatism, their commitment to
e traditional cleavage between
ss and worker, their low opinion
the intellectual capacity of the
erage employee.

ost managers, too, are power
ngry and seek supervisory
sitions because of the power it
es them over their subordinates.
kins quotes psychologists who
im that "the power-loving man
is a sick man who seeks to compensate for his own inadequacies by gaining control over others . . . And the whole program of management rewards and status is constructed to reinforce this set of attitudes and motivations."

Managers who relish the perquisites of power will not willingly surrender them. One would think that our unions would be in the vanguard of the battle to transfer decision-making power to the shop-floor level, but, in fact, as Jenkins remarks, "They have been almost completely uninterested, and indeed very few of them are even aware that such things as democratic management techniques exist . . . For the most part, U.S. labour has enthusiastically accepted the principle that man works only for money. Bargaining has thus been confined to a relatively narrow range of issues."

In consequence, most places of employment in North America—both in the private and public sectors—rate below 2.0 on the Likert scale. This is a measurement devised by Rensis Likert, Director of the Institute for Social Research at the University of Michigan, and a leading innovator in the field of work-group production. "Widespread use of participation in the decision-making process, through the building of well-knit, effectively functioning work groups," says Likert, "is one of the more important approaches employed by the high-producing managers."

He identifies four management styles: System 1, exploitative-authoritative; System 2, benevolent-authoritative; System 3, consultative; and System 4, participative-group. A questionnaire he has devised, when filled out by supervisory and management people, discloses where any particular firm fits on the scale between 1.0 and 4.0. The higher on the scale a company goes, the higher goes its productivity.

"Those firms or plants where System 4 is used," says Likert, "show high productivity, low costs, favourable attitudes, and excellent labour relations. The converse tends to be the case for companies whose management system is well toward System 1." Getting employees involved in the decisions is the key. "Every civilized nation will have to move toward that ideal, since it's the only effective system in today's world."

Jenkins has done his homework. He explores every facet and implication of industrial democracy, anticipates and answers every objection, and demonstrates beyond all doubt that it is a practical, workable cure for the "blue-collar—and white-collar—blues."

He sums up the message of his book by dividing it into its component parts: "Half of it is the problem of work created by overly autocratic work environments, and the other half is the will to find solutions. The existence of the problem is inescapably obvious. But, happily, solutions—practical and of demonstrable effectiveness—are readily available. Freedom is within reach."

This is an important book. Get it. Read it. It may change your way of thinking about work, about management, about the priorities of collective bargaining. It may even make you wonder if perhaps you shouldn't try to move your own managerial system further up the Likert scale.

YOU SAID IT

The Workaholic

A workaholic is a person who is addicted to the work habit, just as irrevocably and seriously as an alcoholic is hooked on booze or a drug addict on heroin. He's a slave to work, and his compulsion takes precedence over his health, family and friends. Our society looks down on alcohol and drug addicts for their weakness, and because of the hardship they impose on others. By contrast, the workaholic is praised for his productivity and his contributions to society . . . (But) an unduly large proportion of disturbed children, and alcoholic and emotionally ill wives come from families where the father and/or husband is a slave to work.—*Sidney Katz, Toronto Star, June 8, 1974*

Job Creation

There is a contradiction between occupational aspirations and the existing job market. If the aspired-to jobs do not exist, they will have to be invented by the government interfering with the market—that is, by creating jobs. This response is fully in accord with what has already been taking place: a vast expansion in government (on all three levels of the American political system) and government-related employment over the past 10 years . . . The dangers are obvious: If there is an overriding lesson to be learned from the history of the past 100 years, it is that the modern state is the most dangerous institution around. And additional expansion of state power, even if deemed necessary, is to be looked at with the deepest suspicion.—*Brigitte Berger, from "People Work—The Youth Culture and the Labour Market," printed in The Public Interest, No. 35, Spring 1974.*

Postal Code

The Canadian Union of Posta Workers was mistaken when, at it Québec City convention, i resolved to boycott automate mail handling and to encourag the public not to use postal code Though the CUPW wants th boycott only until the governmen agrees to negotiate technologica change, the move is still a mistake A weapon used once can be use again. The move raises the spectr of future boycotts of automate equipment over entirely differen issues.—*Editorial, The Citizen Ottawa, June 6, 1974.*

The federal Government is askin for trouble, which Canadian everywhere are likely to have t bear, if it doesn't start treating it own employees, such as posta workers, as it requires privat employers to treat theirs . . . Th Government was unable to preven a damaging illegal strike in April o postal workers protesting th proposed introduction of auto matic equipment that they fe threatened to downgrade certai job classifications . . . Posta workers and other civil servants ar second-class employees in Canada The Canada Labour Relations Ac allows unions in the public secto to negotiate the terms of tech nological change, even when contract is still in force. Govern ment workers, operating under th Public Service Staff Relations Ac have no such right. There are case in which there are legitimat reasons for treating private an public workers differently—as, fo instance, denying the right to strik in certain essential public services But negotiating significant operat ing changes which workers fee may affect their livelihood is no one of them.—*Editorial, Th Toronto Star, June 6, 1974.*

nsumer Credit

the end of 1968, according to the **nk of Canada Review,** consumer edit outstanding in Canada alled $9.9 billion. It has risen adily to the point where, at the d of 1973, it stood at $17.7 lion. This money is helping to el inflation because it is sending t an excess of dollars to pursue hortage of goods and services. oreover, the lending agencies, m banks to finance companies retailers to all the rest, are ively urging their customers to rrow more money to make more rchases on credit... Measures to train credit would not be popu- with the lenders. They might be popular with some manufac- ers and unions, although, until pply catches up with demand, e impact on unemployment ght not be great. But there is a ssibility that such measures ould be popular with more nsumers than politicians might spect. A lot of people have come nervous about spending oney they have not earned, but ey are caught up in what has come a way of life; they might elcome authority that put ckbone into their weak sales istance.—*Editorial, The Globe d Mail, June 19, 1974.*

lation

e gravity of our current infla- nary problem can hardly be erestimated. Except for a brief riod at the end of World War II, ces in the United States have en rising faster than in any other acetime period in our history. If perience is any guide, the future our country is in jeopardy. No untry that I know of has been le to maintain widespread nomic prosperity once inflation got out of hand. And the unhappy consequences are by no means of an economic character. If long continued, inflation at anything like the present rate would threaten the very foundations of our society ... Discontent bred by inflation can provoke disturbing social and political changes, as the history of other nations teaches. I do not believe I exaggerate in saying that the ultimate consequence of inflation could well be a significant decline of economic and political freedom for the American people.—*Arthur Burns, Chairman of the U.S. Federal Reserve Board.*

The Unthinkable

The Ontario Nurses Association has said that nurses in 39 hospitals in the province will go on strike at midnight on July 22 unless there is a settlement of their wage dispute with the hospitals ... A strike of nurses in 39 hospitals is, of course, a horrifying prospect, which is why such an action has been made illegal. In the savage game of contemporary labour negotiation, however, the illegal must not be confused with the unthinkable. After all, the illegal strike has been used so often by so many that it has almost achieved respectability. It derives this status from such episodes as the strike of airport firemen, the strike of policemen in Montreal, the strike of employees at Toronto Western Hospital, the mid-contract strike of postal workers, and a host of other defiant—but apparently quite safe—means of obtaining a good contract. The list, if not endless, is at least long enough to give great encouragement to those who are (nominally) forbidden to strike, reinforced as it is by the thought that hardly anyone is ever called upon to pay the penalty for lawbreaking. Governments invariably take the short view that it would be a great pity to spoil the atmosphere of relief after a return to work by prosecuting the leaders and participants of an illegal strike. So they go on their way, and soon there is someone else lined up to think the unthinkable thought. Whether it actually comes to a strike or is merely the threat of a strike scarcely matters. You can be charged with armed robbery without having fired a gun; it is enough to wave it under the nose of your victim—*Editorial, The Globe and Mail, Toronto, June 29, 1974.*

Prisoner's Plea

Approximately once a year, a Member of Parliament will suggest in the House of Commons that inmates in federal institutions be used to develop the Canadian north. Each time, the suggestion is rejected. It was brought up again in November, and Solicitor General Warren Allmand rejected the proposal, saying "it would not be rehabilitative," or words to that effect. I wonder if Mr. Allmand knows the history of Australia. It worked there. In Canada ... the "rehabilitative" program that is now being used is a complete failure, or at least an 80 per cent failure. It is also an expensive failure ... as the total budget for the Penitentiary Service being footed by the taxpayer is around $100 million for the fiscal year ... If inmates

were used to develop the north, two main objects would be achieved: society would be protected because the only way in or out would be by plane ... and the inmate would be forced to work in order to survive ... There is currently an oil shortage in Canada, but the Athabaska Tar Sands reportedly hold more oil than all of the Arab countries put together. Prisoners could be used to get the oil out of the ground and solve this shortage. Instead of sewing mail bags or doing other meaningless tasks for years, for the first time, prisoners would be doing something worthwhile, and would no longer be a drain on the taxpayer—*Editorial in the Quarter Century Newsletter, published every three months by inmates of the Quarter Century Group, Millhaven Institution.*

Essential Incomes

When the law deprives a group of workers of the right to strike, it must not also doom men and women and their families to a lifetime of poverty ... Strikes of hospital workers, unlike those of printers, carpenters, plumbers or musicians, have within them the risk of endangering people's health or their very lives. In Ontario, that risk is precisely why hospital workers' strikes are illegal and so must remain ... [It is necessary] to find a way to make compulsory arbitration work so that the men and women who toil in our hospitals are remunerated in accordance with their skills, abilities and productivity, and in accordance with what they could earn doing similar work outside hospitals where they might legitimately go on strike. One group of hospital workers, the doctors, has managed to work out a formula with the government ... to achieve this kind of justice. Doctors' fee increases are to be based on guidelines that take into consideration other professional incomes ... the cost of living, trends in doctors' earnings, and cost comparisons with other jurisdictions. Similar guidelines for all the other persons who help care for the sick can surely be established and applied so that hospital workers need no longer be tempted to throw u their jobs and go on welfare, or b made to feel like second-class citi zens. The unions representin hospital workers would gai immeasurable public support wer they to begin drawing the guide lines instead of asking to b allowed to strike and so threate public health and life—*Editoria The Toronto Star, July 4, 1974.*

So much ...

I was interested to learn ... that, i June of next year, the grocery clerk who stock shelves at Steinberg' will be getting $237.50 a week, o by my mathematics, $1,050 month. Under the settlement mad by the Ontario Nurses' Associatio and 45 Ontario hospitals a coupl of days ago, a trained nurse will (a of next year) start at $945. A nurs with seven years experience wi get the top salary the contrac provides—$1,145 a month, or just 1 per cent over the grocery clerks. S much for education, for experienc and for responsibility.—*Richard Needham, The Globe and Mai Toronto, July 19, 1974.*

PRICES AND EMPLOYMENT

nsumer, June

e consumer price index 961 = 100) rose 1.3 per cent to 6.7 in June from 164.6 in May. e most important factors in the rease were a rise of 1.2 per cent the housing index, a 1.2 per cent rease in the food index, and a per cent advance in trans- rtation. Clothing prices rose, on erage, 1.0 per cent, and the index recreation, education and ding advanced 1.5 per cent. The alth and personal care compo- nt rose 0.6 per cent, and that for bacco and alcohol, 0.5 per cent. e price level for all items other an food rose 1.3 per cent. tween June 1973 and June 1974, all-items index advanced 11.4 cent.

e food index rose 1.2 per cent 188.4 from 186.1, as home- nsumed food prices advanced, average, 1.0 per cent, and prices restaurant food increased 2.1 per nt. Higher prices for fresh oduce, responsible for the rise in home food index, more than set declines for beef, pork and gs. Prices of fresh vegetables and it rose more than 9 per cent— th increases of 40 per cent for rots, 30 per cent for lettuce, 19 cent for bananas, and 13 per nt for apples. For the twelve nths ending in June 1974, the ce level of fresh vegetables reased by 17.6 per cent and fresh it by 13.9 per cent. In early June, ef and pork prices were 2.0 per nt below their levels of a month lier but poultry prices increased ghtly. Egg prices declined 2.7 per cent in June but were still higher than the 17.6 level of a year ago. The cereal and bakery products index rose 1.4 per cent, dairy products 0.6 per cent, and the fats and oils component 1.7 per cent. Sugar prices rose 3.5 per cent, 127 per cent above their level of a year earlier. Various sugar-related products such as soft drinks, jelly powder and jam, recorded increases also, as well as most frozen and convenience foods. Between June 1973 and June 1974, the total food index advanced 17.4 per cent with the price of food consumed at home increasing 16.7 per cent and that for food consumed away from home, 20.7 per cent.

The housing index rose 1.2 per cent to 165.5 in June from 163.4 in May as a result of increases in the shelter and the household operation components. It was 8.8 per cent above its level of a year ago. Within the shelter component, home ownership rose 1.3 per cent because of increases in the indexes for mortgage interest, new houses, and repairs; rents advanced 1.1 per cent. In household operation, fuel oil prices rose 3.2 per cent, on average, as increases were recorded in several cities. Appliance and furniture prices rose 2.3 per cent and 1.2 per cent, reflecting increases in many cities. Advances were recorded for linens and draperies, floor coverings, tableware and housewares; household supply items advanced 0.6 per cent.

The clothing index increased 1.0 per cent to 152.0 in June from 150.5 in May, and was 10.1 per cent higher than in June 1973. More than half of the increase was because of a 5.2 per cent rise in clothing service charges, as higher prices were recorded in several cities for laundry, dry cleaning, and shoe repairs.

Increases of 0.4 per cent in the women's wear index and 0.5 per cent in the men's wear component resulted from advances in most items surveyed; the index for children's clothing rose 0.8 per cent. Footwear prices rose 0.4 per cent and the piece goods index advanced 1.4 per cent.

The transportation index advanced 1.9 per cent to 151.2 in June from 148.4 in May, and was 11.1 per cent above its level of a year earlier. As in May, the largest contributor to the increase was higher gasoline prices, which rose 4.5 per cent in June to a level more than 25 per cent higher than a year ago. Automobile prices rose 1.6 per cent because of higher quotations for various models. The index for public transportation rose 1.4 per cent, primarily because of an increase in train fares and some inter-city bus fares.

The health and personal care index increased 0.6 per cent to 169.3 in June from 168.3 in May, and was 8.3 per cent above its June 1973 level. Higher charges for prescribed drugs were mainly responsible for an advance of 0.6 per cent in the health care component. Increased prices for toilet soap accounted for most of the 1.2 per cent advance in the index for personal care supplies; increases were recorded also for most of the other toiletry items.

The recreation, education and reading index advanced 1.5 per cent to 156.9 in June from 154.6 in May, and was 9.0 per cent higher than in June 1973. Higher fees for driving lessons and increased prices for phonograph records were responsible for more than three quarters of this increase. Among items of recreational

equipment, higher quotations were registered for camping and sports equipment, bicycles, boats and motors. Price decreases in some cities resulted in a slight decline in the indexes for television sets and stereo combinations.

The tobacco and alcohol index rose 0.5 per cent, to 143.5 in June from 142.8 in May, mainly because of higher cigarette prices and increases in the price of beer consumed in licensed premises in Halifax, Québec City and Montreal. The index was 5.2 per cent higher than in June 1973.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. In June, the total goods index advanced 1.5 per cent, the main impetus coming from non-durable goods that rose 1.4 per cent, primarily because of higher prices for food, gasoline and fuel oil. The index for durable goods rose 1.7 per cent because of higher quotations for automobiles, appliances, furniture and recreation equipment, and the component for semi-durable goods increased 1.0 per cent as a result of increased prices for home furnishings, clothing and phonograph records. The services index rose 1.0 per cent as increases were recorded in the shelter, clothing and education elements. Between June 1973 and June 1974, the total goods index advanced by 13.3 per cent, and that for services by 7.8 per cent.

Wholesale, May

The general wholesale price index (1935-39=100) rose 0.1 per cent in May to 453.5 from 453.0 in April, and was 26.0 per cent above the May 1973 level of 359.8. Four major group indexes were higher and four declined.

The non-metallic mineral products group advanced 3.5 per cent to 325.1 from 314.1, chiefly because of higher prices for coke, which rose 16.9 per cent. The coke index was 46.3 per cent higher than a year earlier. Non-ferrous metals advanced 3.1 per cent to 436.0 from 422.9 because of sharp price increases for silver and antimony. The iron products group rose 2.5 per cent to 440.5 from 429.6 and the chemical products group advanced 0.2 per cent to 306.1 from 305.6. The wood products group declined 1.4 per cent to 563.3 from 571.2, reflecting price declines for cedar, spruce, fir and hemlock. The animal products group declined 1.0 per cent to 474.2 from 479.0, the vegetable products group 0.9 per cent to 465.1 from 469.2, and the textile products group 0.8 per cent to 426.0 from 429.5.

City consumer, June

Consumer price indexes rose in all regional cities and city-combinations in June, with increases ranging from 0.8 per cent in Winnipeg to 1.5 per cent in Vancouver. Food indexes advanced in all cities because of higher prices for most items of home-consumed food and restaurant meals; lower quotations were recorded in most centres for meat, poultry and eggs. Housing components rose as all cities showed increased shelter costs and higher prices for fuel oil, furniture, appliances, floor coverings and household supplies. Clothing indexes increased in all cities with higher prices for most items of apparel, including footwear, piece goods and notions. There were also increased charges for laundry, dry cleaning and shoe repairs. Transportation rose in all cities, reflecting increased prices for new cars, gasoline, motor oil and higher parking rates; a seasonal advance in the train fares index was recorded and, in many cities, intercity bus fares were higher. Health and personal care indexes rose in all cities except Québec, because of higher prices for pharmaceutics and personal care supplies. Recreation, education and reading components advanced in all centres. Prices were generally higher for phonograph records, bicycles, sports and campi equipment, and driving lesso Tobacco and alcohol componen rose in seven regional cities a city-combinations, were unchang in two and declined in one othe

Employment, June

Estimated employment, seasonal adjusted, advanced to 9,096,000 June from 9,074,000 in May, Stati tics Canada estimated. Unemplo ment declined to 465,000 fro 531,000. The **unemployment ra** was 4.9 per cent compared with 5 per cent in May and 5.4 per cent June 1973. In June 1973, there we 8,817,000 persons employed a 499,000 unemployed.

The adjusted labour force w estimated at 9,561,000, a decrea from 9,605,000 in May. The **partic pation rate**—the percentage of t population counted in the wo force—declined to 57.8 per cent June from 58.3 per cent a mon earlier.

Regionally, the adjusted emplo ment rate increased by 26,000 the Prairies and advanced slight in the Atlantic area and Québe there were declines in Ontario a British Columbia. The Ju unemployment rates were: Atlant 10.3 per cent; Québec 6.4 per ce Ontario 3.6 per cent; Prairies 2.7 p cent; and British Columbia 5.3 p cent.

Unadjusted, there were abo 9,399,000 persons employed a 469,000 unemployed in June; t **unemployment rate** was 4.8 p cent. This compared with 9,152,0 employed and 524,000 une ployed in May for a rate of 5.4 p cent. In June 1973, there were a estimated 9,110,000 perso employed and 524,000 une ployed for a rate of 5.2 per cent.

Without seasonal adjustment, t unemployment rate for studen age 14-24 was 9.8 per cent in Ju 1974 compared with 11.3 per ce in June a year ago.

CONCILIATION

ring June the Minister of Labour pointed conciliation officers to l with the following disputes:

minco Limited (Con and Rycon perty), Yellowknife, N.W.T., and ited Steelworkers of America onciliation Officer: D. H. meron).

ed Aviation Service Company of wfoundland, Limited, Gander, d., and International Associa- n of Machinists and Aerospace orkers and Brotherhood of lway, Airline and Steamship rks, Freight Handlers, Express d Station Employees (Concili- on Officer: W. J. Gillies).

C.T.V. Ltd., Edmonton, Alta., and ernational Brotherhood of ctrical Workers, Local 1007 onciliation Officer: A. A. Frank- .

piration Drilling (Division of esser Industrial Products, ited), Yellowknife, N.W.T., and ited Steelworkers of America, al 7288 (Conciliation Officers: H. Cameron and G. W. Rogers).

Algoma Central Railway, Sault Ste. Marie, Ont., and United Transportation Union (T) (Conciliation Officer: M. K. Carson).

ITT Canada Limited (Technical and Support Services Division, Ottawa, Ont.) and International Brotherhood of Electrical Workers, Local 2228 (Conciliation Officer: H. A. Fisher).

Radio Drummond Ltée, Drummondville, Qué., and Le Syndicat général des Communications (CSN) (Conciliation Officer: M. Archambault).

Niagara Falls Bridge Commission, Niagara Falls, Ont., and Teamsters Local 879 (representing two bargaining units comprising (1) toll captains (2) permanent employees classified as toll collector, maintenance, janitor-handyman, janitress and traffic director) (Conciliation Officer: K. Hulse).

Robin Hood Multifoods Limited, Montréal, Qué., and National Union of Operating Engineers of Canada, Local 14850, Métallurgistes Unis d'Amerique (Conciliation Officer: J. J. de Gaspé Loranger).

Eldorado Nuclear Limited, Port Hope, Ont., and United Steelworkers of America, Local 13173 (Conciliation Officers: H. A. Fisher and Henry Bartenbach).

Aeronaves De Mexico (Toronto and Montreal International Airports) and International Association of Machinists and Aerospace Workers, Lodge 2413 (Conciliation Officer: K. Hulse).

Transair Limited, Winnipeg International Airport and Canadian Association of Industrial, Mechanical and Allied Workers, Local 3 (Conciliation Officer: A. E. Koppel).

Settlements by conciliation officers. Q.C.T.V. Ltd., Edmonton, Alta., and International Brotherhood of Electrical Workers, Local 1007 (Conciliation Officer: A. A. Franklin) (see above).

Conrad Brothers Limited, Dartmouth, N.S., and Canadian Brotherhood of Railway, Transport and General Workers (Conciliation Officer: R. L. Kervin) (LG, Aug., p. 583).

Canadian Pacific Air Lines Limited and Canadian Air Line Flight Attendants Association (Conciliation Officer: D. H. Cameron) (LG, April, p. 304).

Disputes in which there was no further conciliatory action under Canada Labour Code (Part V—Industrial Relations). Queensway Tank Lines Limited, Chesterville, Ont., and Teamsters, Chauffeurs, Warehousemen and Helpers, Local 91 (Conciliation Officer: K. Hulse) (LG, July, p. 531).

Charterways Co. Limited and General Truck Drivers' Union, Local 938 (representing a unit of regular part-time school bus and charter drivers based at Bowmanville, Ont.) (Conciliation Officer: H. A. Fisher) (LG, June, p. 443).

Conciliation commissioner appointments. Canadian Lake Carriers Association, Montréal, Qué., (representing certain member shipping companies) and Canadian Merchant Service Guild (Conciliation Commissioner: Prof. Perry Meyer) (LG, Aug., p. 583).

National Harbours Board (Port Colborne Elevator), Port Colborne, Ont., and United Steelworkers of America (Conciliation Commissioner: George S. P. Ferguson, QC) (LG, July, p. 531).

Canadian Lake Carriers Association, Montréal, Qué., and Canadian Marine Officers Union (Conciliation Commissioner: Prof. Perry Meyer) (LG, July, p. 532).

Alaska Trainship Corporation, New Westminster, B.C., and Seafarers' International Union of Canada (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, June, p. 443).

Northland Navigation Co. Ltd., and Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Merchant Service Guild (Conciliation Commissioner: Prof. Joseph C. Smith) (LG, June, p. 443).

Conciliation commissioner reports received. Wardair Canada Limited, Edmonton, Alta., and Canadian Air Line Flight Attendants Association (Conciliation Commissioner: Hugh G. Ladner) (LG, Aug., p. 584).

Cargill Grain Company Ltd., Baie Comeau, Qué., and le Syndicat national des employés de Cargill Grain Company Ltd. (CSN) (Conciliation Commissioner: Jean Paul Deschenes) (LG, June, p. 444).

CHLT Radio Sherbrooke Ltée; CHLT Tele-7 Ltée and CKTS Radio Sherbrooke Ltée, Sherbrooke, Qué., and National Association of Broadcast Employees and Technicians (Conciliation Commissioner: Pierre Dufresne) (LG, June, p. 444).

Conciliation commissioner settlements. Eastern Canada Towing Limited, Halifax, N.S., (formerly MIL Tug and Salvage Ltd.) and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (Conciliation Commissioner: Lorne O. Clarke, QC) (LG, Aug., p. 584).

Canadian Pacific Limited (British Columbia Coast Steamship Service), Vancouver, B.C., and Seafarers' International Union of Canada (Conciliation Commissioner: Hugh G. Ladner) (LG, June, p. 444).

Disputes settled in post-conciliation commissioner negotiations. Northland Navigation Company Limited, Vancouver, B.C., and Seafarers' International Union (settled with the mediation assistance of G. W. Rogers) (LG, Aug., p. 584).

United Air Lines, Vancouver, B.C., and International Association of Machinists and Aerospace Workers (representing a unit of employees classified as ticket sales, customer service and freight agents) (LG, June, p. 444).

Northland Shipping (1962) Co. Ltd., Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers (representing a unit of unlicensed personnel) (settled with the mediation of G. W. Rogers) (LG, Aug., p. 584).

Legal lockout following conciliation commissioner procedure. Cargill Grain Company Ltd., Baie Comeau, Qué., and Le Syndicat national des employés de Cargill Grain Company Ltd. (CSN) (Cargill Grain Company locked out employees on June 18, 1974) (see above).

Appointment of mediators und Sec. 195 of the Canada Labo Code. The Ogilvie Flour Mills C Limited. Montréal, Qué., and Th National Syndicate of the Emplo ees of the Ogilvie Flour Mills C Ltd. (representing a unit production employees) (Mediato S. T. Payne) (LG, May, p. 383).

Anvil Mining Corporation Limite Faro, Y.T., and United Steelworke of America (Mediators: D. S. Tys and D. H. Cameron).

Strike action following appoin ment of a mediator under Sec. 1 of Canada Labour Code. Th Ogilvie Flour Mills Co. Limite Montréal, Qué., and The Nation Syndicate of the Employees of th Ogilvie Flour Mills Co. Ltd. (repr senting a unit of productio employees) (strike commence June 21, 1974 and terminated Ju 25, 1974 with the mediation assi tance of S. T. Payne) (see above).

Settlements reached by mediat under Sec. 195 of Canada Labo Code. Toronto, Hamilton an Buffalo Railway and United Tran portation Union (T) (Mediator: M K. Carson) (LG, Aug., p. 585).

Eastern Canada Towing Limite Halifax, N. S. (formerly MIL Tug an Salvage Ltd.), and Canadia Merchant Service Guild (Mediato C. A. Ogden) (LG, May, p. 384).

National Harbours Board, Montré Harbour, and United Tran portation Union, Local 16 (representing a unit of employe classified as yardmasters, ya foremen and yardmen, locomoti engineers, locomotive helpers an hostlers) (Mediator: M. K. Carso (LG, July, p. 532).

Anvil Mining Corporation Limite Faro, Y.T., and United Steelworke of America (Mediators: D. S. Tys and D. H. Cameron) (see above).

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60. U.S. Department of Labo Manpower Administration. You and the meaning of work. Was ington [G.P.O., 1974] 34p.

ABOUR STATISTICS

ncipal Items	Date	Amount	Percentage Change from Previous Month	Percentage Change from Previous Year
TAL CIVILIAN LABOUR FORCE*		(in thousands)		
Week ended June 15, 1974		9,868	+ 2.0	+ 2.7
Employed	June, 1974	9,399	+ 2.7	+ 3.2
Agriculture	"	534	+ 7.0	+ 3.7
Non-agriculture	"	8,865	+ 2.5	+ 3.1
Paid workers	"	8,314	+ 3.0	+ 3.2
At work 35 hours or more	"	7,513	+ 3.3	+ 2.3
At work less than 35 hours	"	1,456	− 2.9	+ 8.9
Employed but not at work	"	430	+ 14.1	−
Unemployed	"	469	− 10.5	− 6.8
Atlantic	"	65	− 17.7	+ 16.1
Québec	"	165	− 18.7	− 12.7
Ontario	"	148	+ 6.5	− 1.3
Prairie	"	34	− 24.4	− 24.4
British Columbia	"	57	− 1.7	− 9.5
Without work and seeking work	"	451	− 10.3	− 7.2
On temporary layoff up to 30 days	"	18	− 10.0	+ 5.9
DUSTRIAL EMPLOYMENT (1961=100)†	March	138.7	+ 0.1	+ 5.7
Manufacturing employment (1961=100)†	"	132.1	+ 0.8	+ 4.5
MIGRATION	Calendar year 1973	184,200	−	−
Destined to the labour force	" " "	92,228	−	−
RIKES AND LOCKOUTS				
Strikes and lockouts	May	229	+ 51.7	+ 64.7
No. of workers involved	"	94,578	+ 57.8	+118.3
Duration in man days	"	1,365,870	+120.4	+160.7
RNINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)†	March	17,080	+ 1.2	+ 8.0
Average hourly earnings (mfg.)†	"	4.15	+ 1.4	+ 9.4
Average weekly hours paid†	"	39.4	−	− 2.0
Consumer price index (1961=100)	June	166.7	+ 1.3	+ 11.4
Index numbers of weekly wages in 1961 dollars (1961=100)‡	March	135.8	+ 0.8	− 1.3
Total labour income (millions of dollars)†	May	6,119.6	+ 3.4	+ 15.0
DUSTRIAL PRODUCTION†				
Total (average 1961=100)	May	221.2	− 0.6	+ 3.1
Manufacturing	"	217.1	− 1.3	+ 2.6
Durables	"	251.1	− 0.6	+ 2.9
Non-durables	"	190.3	− 2.0	+ 2.2
W RESIDENTIAL CONSTRUCTION**				
Starts	May	71,488		+ 0.3
Completions	"	81,860		+ 11.1
Under construction	"	162,832	−	+ 1.6

stimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada hich in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.
dvance data.
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entres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Departme of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first thr tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includ all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leadi to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1969-1974

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month of Ye: Strikes and Lockouts	Workers Involved	Duration in Man-Da: Man-Days	Per Cent Estimat Worki Tir
1969	566	595	306,799	7,751,880	0.
1970	503	542	261,706	6,539,560	0.
1971	547	569	239,631	2,866,590	0.
1972	556	598	706,474	7,753,530	0.
*1973	666	712	349,866	5,705,090	0.
†1973—May	75	139	43,327	523,920	0.
June	63	139	51,372	679,210	0.
July	65	137	74,456	583,940	0.
August	83	167	106,542	1,246,570	0.
September	57	164	112,137	699,660	0.
October	51	144	45,391	491,390	0.
November	40	112	46,177	362,450	0.
December	19	85	62,315	312,140	0.
*1974—January	46	99	24,550	285,020	0.
February	55	119	43,411	432,870	0.
March	65	132	48,619	436,610	0.
April	79	151	59,921	619,740	0.
May	129	229	94,578	1,365,870	0.

*Preliminary. †Revised.

STRIKES AND LOCKOUTS, MAY, 1974, BY INDUSTRY (PRELIMINARY)

Industry	Number Beginning During Month (In Effect During Month)	Strikes and Lockouts	Workers Involved	Man-Days
Forestry	2	2	465	1,710
Mines	8	10	4,136	65,800
Manufacturing	85	152	37,505	455,040
Construction	6	8	42,876	794,900
Transpn. & utilities	9	12	1,045	4,920
Trade	4	14	853	13,410
Finance	—	1	12	70
Service	13	25	7,142	23,070
Public administration	2	5	544	6,950
All Industries	129	229	94,578	1,365,870

STRIKES AND LOCKOUTS, MAY, 1974, BY JURISDICTION (PRELIMINARY)

Jurisdiction	Number Beginning During Month (In Effect During Month)	Strikes and Lockouts	Workers Involved	Ma Da
Newfoundland	6	6	615	2,0
Prince Edward Island	1	1	8	
Nova Scotia	5	6	1,414	13,3
New Brunswick	2	3	1,245	24,1
Quebec	41	79	20,537	234,3
Ontario	39	73	19,553	239,6
Manitoba	—	4	235	4,6
Saskatchewan	2	5	6,701	95,2
Alberta	7	7	371	4,6
British Columbia	19	36	42,535	735,5
Federal	7	9	1,364	12,2
All Jurisdictions	129	229	94,578	1,365,8

RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days May	 Accumulated	Starting Date Termination Date	Major Issues Result
restry						
Rayonier Québec Inc., Port-Cartier, Qué.	United Paperworkers Loc. 1096 (AFL-CIO/CLC)	400	1,290	1,290	May 27	Wage increase for cost-of-living
nes						
TAL						
Brunswick Mining & Smelting Ltd., Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,000	22,140	28,180	Apr. 22 May 24	Workers locked out; wages, fringe benefits—Not reported.
Gibraltar Mines Ltd., Mcleese Lake, B.C.	Steelworkers Loc. 2952 (AFL-CIO/CLC)	400	3,430	3,430	May 5 May 17	Working conditions and suspension of two employees—Not reported.
Similkameen Mining Co., Princeton, B.C.	Steelworkers Loc. 649 (AFL-CIO/CLC)	200	710	710	May 8 May 13	Safety conditions—Settled by mutual agreement.
Utah Mines Ltd., Port Hardy, B.C.	Int. Operating Engineers Loc. 115C (AFL-CIO/CLC)	610	5,230	5,230	May 10 May 22	Grievance, dismissal of a mine electrician—Settled by mutual agreement.
*Anvil Mining Corporation Ltd., Faro, Yukon Territory	Steelworkers Locs. L1051 & L8243 (AFL-CIO/CLC)	362	5,430	5,430	May 11 —	Wages—
NERAL FUELS						
Union Gas Limited, Various locations, Southwestern, Ont.	Oil Workers Locs. 9-810 & 798 Chemical Workers Loc. 683 (AFL-CIO/CLC)	1,109	24,400	123,280	Feb. 6 —	Wages, pensions, vacations—
Cardinal River Coals, Hinton, Alta.	Mine Workers Loc. 1656 (CLC)	200	3,830	3,830	May 4 —	Fringe benefits—
N-METAL MINES						
Domtar Chemicals Ltd., Sifto Salt Div. (Mine), North Dock, Goderich, Ont.	Chemical Workers Loc. 682 (AFL-CIO/CLC)	180	450	450	May 15 May 18	Grievance, unsafe working conditions—Settled by mutual agreement.
nufacturing						
OD AND BEVERAGES						
Black Diamond Cheese (Brooke Bond Foods Ltd.), Cannifton, Ont.	Food Workers Loc. P688 (AFL-CIO/CLC)	200	2,400	7,600	Mar. 25 May 17	Wages—Settled by mutual agreement.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days May	 Accumulated	Starting Date Termination Date	Major Issues Result
Coopérative Avicole Régionale, Saint-Damase, Qué.	Commerce Federation (CMTU)	265	3,450	3,580	Apr. 30 May 21	Reopening negotiations ov wages—Settled by mutual agre ment.
Aliments Flamingo, Sainte-Rosalie, Qué.	Commerce Federation (CNTU)	166	1,990	2,070	Apr. 30 May 20	Reopening negotiations ov wages—Settled by mutual agre ment.
Abattoir Berthier Inc., Berthierville, Qué.	Commerce Federation (CNTU)	385	5,010	5.200	Apr. 30 May 20	Reopening negotiations ov wages—Settled by mutual agre ment.
Québec Poultry, Saint-Jean-Baptiste de Rouville, Qué.	Commerce Federation (CNTU)	600	7,800	8,100	Apr. 30 May 21	Reopening negotiations ov wages—Settled by mutual agre ment.
*Ogilvie Flour Mills, Montréal, Qué.	Commerce Federation (CNTU)	137	270	270	May 1 May 6	Not reported—Not reported.
Maple Leaf Mills Ltd., Toronto & Port Colborne, Ont.	Food Workers Loc. 530 & 452 (AFL-CIO/CLC)	258	1,580	1,580	May 10 May 20	Wages & fringe benefits—Settle by mutual agreement; wa increase.
Avico, (1970) Ltée, Iberville, Qué.	Commerce Federation (CNTU)	215	2,150	2,150	May 13 May 28	Wages—Settled by mutu agreement.
*Ogilvie Flour Mills, Montréal, Qué.	Commerce Federation (CNTU)	300	3,600	3,600	May 15 —	Not reported—
Eastern Bakeries Co. Ltd., Moncton, N.B.	Bakery Workers Loc. 406 (AFL-CIO/CLC)	120	1,350	1,350	May 16 —	Wages—
Four Dairies, Québec, Qué.	Commerce Federation (CNTU)	312	2,810	2,810	May 20 —	Wages & many other clauses—
Calvert of Canada, Amherstburg, Ont.	Distillery Workers Loc. 73 (AFL-CIO/CLC)	200	300	300	May 24 May 28	Grievance—Not reported.
Weston Bakeries, Longueuil, Qué.	Bakery Workers Loc. 55 (AFL-CIO/CLC)	180	900	900	May 27 —	Wages, working conditions—
RUBBER						
Firestone Tire & Rubber Co. Ltd., Hamilton, Ont.	Rubber Workers Loc. 133 (AFL-CIO/CLC)	1,200	26,400	78,000	Feb. 28 —	Wage & fringe benefits—
Pervel Ltd., Montréal, Qué.	Steelworkers Loc. 7625 (AFL-CIO/CLC)	150	3,300	5,850	Apr. 4 —	Wages & fringe benefits—
Uniroyal, Montréal, Qué.	Distillery Workers Loc. 78 (AFL-CIO/CLC)	575	12,080	17,260	Apr. 18 May 31	Wages—Contract ratified, wa increase.

RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: May	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Goodyear Tire and Rubber Co. of Canada Ltd., Toronto, Ont. Bowmanville, Ont.	Rubber Workers Loc. 189 & 232 (AFL-CIO/CLC)	2,150	47,610	56,720	Apr. 25 —	Wages, cost-of-living clause—
Gutta Percha, Farnham, Qué.	Rubber Workers Loc. 602 (AFL-CIO/CLC)	110	880	1,100	Apr. 29 May 13	Wages—Settled by conciliation
Goodyear Tire & Rubber Co., Valleyfield, Qué.	Rubber Workers Loc. 774 (AFL-CIO/CLC)	600	12,300	12,300	May 2 —	Company's right to suspend hourly employees—
Consumer's Glass, Waterloo, Qué.	Rubber Workers Loc. 691 (AFL-CIO/CLC)	156	2,500	2,500	May 8 —	Wages, fringe benefits, compulsory overtime—
American Biltrite (Canada) Ltd., Sherbrooke, Qué.	CSD	367	3,670	3,670	May 16 —	Cost-of-living adjustments, firing of foreman—
B.F. Goodrich Canada Ltd., Waterville, Qué.	Rubber Workers Loc. 696 (AFL-CIO/CLC)	210	210	210	May 28 May 29	Standard bonus—Settled by mutual agreement.
ΓHER						
Bata Engineering, Batawa, Ont.	Machinists Loc. 1788 (AFL-CIO/CLC)	195	1,560	2,150	Apr. 26 May 13	Wages—Settled by mutual agreement.
ΓILES						
Dominion Textile (3 plants), Valleyfield, Qué.	United Textile Workers Locs. 100 & 465 (AFL-CIO/CLC)	1,513	12,100	14,200	Apr. 29 May 13	Reopening negotiations over wages—Return of workers asked by employer before negotiating.
Patchogue Plymouth Hawkesbury Mills Division, Hawkesbury, Ont.	Woodworkers Loc. 2-600 (AFL-CIO/CLC)	400	2,260	2,260	May 7 May 15	Wages, working conditions—Settled by mutual agreement.
Celanese Canada Ltd., Drummondville, Qué.	United Textile Workers Loc. 1435 (AFL-CIO/CLC)	200	1,860	1,860	May 8 May 21	Wages, holidays—Not reported.
Celanese Canada Ltée Coaticook, Qué.	CSN	230	2,960	2,960	May 13 —	Wages & other questions, work schedule—
Wabasso Ltée, Shawinigan, Qué.	United Textile Workers Loc. 323 (AFL-CIO/CLC)	180	1,090	1,090	May 23 —	By sympathy with Wabasso employees at Trois-Rivières—
ITTING MILLS						
Penmans Ltd., Saint-Hyacinthe, Qué.	CNTU	330	330	330	May 31 —	Wages—
OOD						
Canadian Forest Products, Huntting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	4,400	86,400	Sept. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: May	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Northwood Manufacturing (Div. of Northwood Mills Ltd.), Burnaby, B.C.	Carpenters Loc. 1928 (AFL-CIO/CLC)	185	4,070	7,310	Apr. 4 –	Wages, benefits, seniority–
Eurocan Pulp & Paper Co. Ltd., Kitimat, B.C.	United Paperworkers Locs. 1127 & 298 (AFL-CIO/CLC)	105	1,610	1,610	May 10 –	Schedule–
Kent Homes Ltd., Buctouche, N.B.	Labourers Loc. 1079 (AFL-CIO/CLC)	125	630	630	May 20 May 27	Wages, hours of work–Settle by mutual agreement.
Federated Co-op Ltd., Canoe, B.C.	Woodworkers Loc. 1-417 (AFL-CIO/CLC)	200	600	600	May 28 –	Displacement of a worker–
H & K Plywood, Canoe, B.C.	Woodworkers Loc. 1-417 (AFL-CIO/CLC)	145	360	360	May 29 –	Displacement of a worker
MacMillan & Bloedel, Port Alberni, B.C.	Woodworkers Loc. 185 (AFL-CIO/CLC)	650	1,300	1,300	May 30 –	Not reported–
FURNITURE AND FIXTURES						
Matelas Supreme Inc., Saint-Narcisse, Qué.	Building and Wood Workers Federation (CNTU)	110	2,420	11,220	Jan. 8 –	Wages & working conditions–
Sklar Furniture Ltd., Whitby, Ont.	Upholsterers Loc. 50 (AFL-CIO/CLC)	600	5,400	5,400	May 20 –	Wages, cost-of-living–
PAPER						
Crestbrook Pulp & Paper Ltd., Skookumchuck, B.C.	Pulp & Paper Workers of Canada Loc. 15 (CCU)	200	860	2,000	Apr. 23 May 7	Not reported–Dispute settled.
MacMillan Bloedel Ltd., Alberni Pulp & Paper Ltd., Port Alberni, B.C.	United Paperworkers Locs. 592 & 686 (AFL-CIO/CLC)	250	2,840	2,840	May 6 May 29	Schedule–Settled by mutu agreement.
Northwood Pulp & Timber Ltd., Prince George, B.C.	United Paperworkers Loc. 603 (AFL-CIO/CLC)	350	4,500	4,500	May 8 May 27	Wages (mechanic rates)–Settle by mutual agreement.
Consolidated Bathurst Packaging Limited, Hamilton, Ont.	Woodworkers Loc. 2-69 (AFL-CIO/CLC)	220	3,080	3,080	May 10 –	Wages, incentive bonus & vac tions–
Consolidated Bathurst Packaging Ltd., Whitby, Ont.	Woodworkers Loc. 242 (AFL-CIO/CLC)	224	3,200	3,200	May 11 –	Wages, cost-of-living adjustment–
Consolidated Bathurst Packaging Limited St. Thomas, Ont.	Woodworkers Loc. 2-337 (AFL-CIO/CLC)	135	1,930	1,930	May 11 –	Wages, fringe benefits–

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days May	 Accumulated	Starting Date Termination Date	Major Issues Result
MacMillan & Bloedel Nanaimo, B.C.	Pulp & Paper Workers Loc. 8 (CCU)	400	1,430	1,430	May 16 May 21	Not reported—Not reported.
Canadian Cellulose Co. Ltd., Prince Rupert, B.C.	Pulp & Paper Workers of Canada Loc. 4 (CCU)	250	1,000	1,000	May 28 —	Not reported—
PRINTING AND PUBLISHING						
Cameo Craft, Montréal, Qué.	Graphic Arts Local 27-L (AFL-CIO/CLC)	110	1,980	2,200	Apr. 29 May 28	Wages & fringe benefits—Settled by mutual agreement.
PRIMARY METALS						
Bundy Tubing of Canada Ltd., Bramalea, Ont.	Auto Workers Loc. 1285 (CLC)	192	1,540	5,000	Apr. 4 May 13	Wages, fringe benefits—Not reported.
Lynn MacLeod Metallurgy Ltd., Thetford Mines, Qué.	Steelworkers Loc. 7801 (AFL-CIO/CLC)	125	630	1,510	Apr. 20 May 8	Wages, fringe benefits—Dispute settled.
Canadian Electrolytic Zinc, Valleyfield, Qué.	Steelworkers Loc. 6486 (AFL-CIO/CLC)	406	8,930	11,770	Apr. 20 —	Wages & working conditions—
IVACO Rolling Mills, L'Original, Ont.	Steelworkers Loc. 7940 (AFL-CIO/CLC)	240	1,530	1,530	May 9 May 18	Wages, working conditions—Settled by mutual agreement.
Fonderies de Sorel Ltée, Sorel, Qué.	CNTU	270	2,430	2,430	May 14 —	Wages, work schedule—
Québec Iron Foundries Ltd., Mont-Joli, Qué.	Steelworkers Loc. (AFL-CIO/CLC)	146	1,460	1,460	May 18 —	Wages, safety—
Fonderie Sainte-Croix, Saint-Jean, Qué.	Steelworkers Locs. 7016-2 & 6490 (AFL-CIO/CLC)	116	990	990	May 21 —	Wages, contract term & other issues—
Canadian Lukens, Etobicoke, Ont.	Steelworkers Loc. 6644 (AFL-CIO/CLC)	115	460	460	May 24 May 30	Grievances—Returning to work pending further negotiations.
METAL FABRICATING						
Neptune Meters Ltd., Toronto, Ont.	Steelworkers Loc. 3813 (AFL-CIO/CLC)	185	4,070	9,810	Mar. 18 —	Wages, fringe benefits—
W.S. Tyler Co. of Canada Ltd., St. Catharines, Ont.	Steelworkers Locs. 6399 & 7484 (AFL-CIO/CLC)	130	390	3,120	Apr. 1 May 6	Wages, fringe benefits—Settled by mutual agreement.
Hawker Siddeley Industries, Windsor, Ont.	Steelworkers Loc. 2471 (AFL-CIO/CLC)	170	3,740	5,270	Apr. 18 —	Not reported—
Simonds Canada Saw, Granby, Qué.	Steel Workers Federation (CNTU)	346	7,610	10,030	Apr. 20 —	Wages, fringe benefits—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: May	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Industrie Saguenay Ltée, Port Alfred, Qué.	Steel Workers Federation (CNTU)	120	1,560	2,400	Apr. 22 May 20	Wages, working condition dismissal of 9 workers—Settle through mediation.
American Can of Canada Ltd., Hamilton, Ont.	CLC Directly Chartered Loc. 354	600	10,200	13,200	Apr. 23 May 27	Delay in settlement—Not repor ed.
Morrow Screw & Nut Co. Ltd., Ingersoll, Ont.	Steelworkers Loc. 3683 (AFL-CIO/CLC)	126	1,760	1,760	May 13 –	Wages–
Maritime Steel and Foundries Ltd., New Glasgow, N.S.	Steelworkers Loc. 3172 (AFL-CIO/CLC)	125	630	630	May 14 May 21	Slowness in handling grievar ces—Return of workers.
MTD Products Canada, Kitchener, Ont.	Auto Workers Loc. 1524 (CLC)	250	1,500	1,500	May 24 –	Wages–
Accessories Manufacturing Ltd., Saint-Rémi, Qué.	Steelworkers Loc. 7625 (AFL-CIO/CLC)	107	110	110	May 31 –	Wages & fringe benefits–
MACHINERY						
Stewart Warner Corp. of Canada Ltd., Belleville, Ont.	Auto Workers Loc. 1538 (CLC)	150	3,320	4,280	Apr. 22 –	Wages, union shop–
Industrie Tanguay Ltée, Saint-Prime, Qué.	CNTU	166	170	170	May 30 –	Wages–
Phoenix Steel, Saint-Paul l'Ermite, Qué.	Sheet Metal Workers Loc. 116 (AFL-CIO/CLC)	140	140	140	May 31 –	Wages, fringe benefits–
Gould Manufacturing Ltd., St. Thomas, Ont.	Machinists Loc. 1975 (AFL-CIO/CLC)	370	370	370	May 31 –	Wages, cost-of-living–
TRANSPORTATION EQUIPMENT						
United Aircraft of Canada Ltd., Longueuil, Qué.	Auto Workers Loc. 510 (CLC)	2,600	57,200	267,800	Jan. 7 –	Against company's refusal to r instate 21 suspended worker wages–
Prestolite Company, Toronto, Point Edward and Maple, Ont.	Auto Workers Locs. 252, 421 & 456 (CLC)	159	950	29,200	Mar. 1 May 9	Wages, fringe benefits—Settle by mutual agreement.
Welles Corp. Ltd., Windsor, Ont.	Auto Workers Loc. 195 (CLC)	120	2,640	5,760	Mar. 24 –	Wages–
Muffler Corp., Toronto, Ont.	Steelworkers Loc. 6727 (AFL-CIO/CLC)	129	1,290	1,550	Apr. 29 May 15	Not reported—Not reported.
National Auto Radiator, Windsor, Ont.	Auto Workers Loc. 195 (CLC)	400	8,800	9,600	Apr. 29 –	Wages–

RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days May	 Accumulated	Starting Date Termination Date	Major Issues Result
Hawker Siddeley of Canada Ltd., Halifax, N.S.	Marine Workers Loc. 1613 (CLC)	100	50	50	May 7 May 7	Union declared emergency situation—Not reported.
Ford Canada, St. Thomas, Ont.	Auto Workers (CLC)	1,800	1,800	1,800	May 23 May 24	Not reported—Not reported.
Sno Jet (Conroy du Canada), Thetford Mines, Qué.	Steelworkers Loc. 7354 (AFL-CIO/CLC)	275	1,380	1,380	May 27 —	Wages, cost-of-living index; hours—
Eaton Yale Ltd., Suspension Division, Chatham, Ont.	Auto Workers Loc. 127 (CLC)	650	1,630	1,630	May 29 —	Grievance—
ECTRICAL PRODUCTS						
Phillips Cables Ltd., Scarborough, Ont.	Steelworkers Loc. 7276 (AFL-CIO/CLC)	197	4,330	10,440	Mar. 16 —	Not reported—
Inglis Limited, Toronto, Ont.	Steelworkers Locs. 2900 & 4487 (AFL-CIO/CLC)	970	21,340	38,800	Apr. 5 —	Wages, fringe benefits—
I.T.E. Circuit Breaker, Drummondville, Qué.	FTQ	170	3,740	4,250	Apr. 26 —	Not reported—
La Cie Singer du Canada, Saint-Jean, Qué.	Steelworkers Loc. 3764 (AFL-CIO/CLC)	441	5,070	5,070	May 6 May 23	Wages, cost-of-living clause—Settled by mutual agreement; wage increase, more holidays.
Canadian Admiral Corporation Ltd., Port Credit, Ont.	I.U.E., Loc. 545 (AFL-CIO/CLC)	850	7,650	7,650	May 9 May 23	Wages, fringe benefits—Settled through conciliation.
Hupp Canada Ltd., L'Assomption, Qué.	Machinists Loc. 1148 (AFL-CIO/CLC)	800	1,200	1,200	May 30 —	Cost-of-living adjustment—
ON-METALLIC MINERAL PRODUCTS						
Engelhard Industries of Canada Ltd., Toronto, Ont.	CLC Directly Chartered Loc. 24529 & Chemical Workers Loc. 424 (AFL-CIO/CLC)	100	2,200	2,900	Apr. 22 —	Not reported—
Canron Ltée Montréal, Qué.	QFL	157	3,450	4,390	Apr. 23 —	Not reported—
Canadian Johnsmanville Co. Ltd., West Hill, Ont.	Chemical Workers Loc. 346 (AFL-CIO/CLC)	575	5,940	5,940	May 1 May 16	Wages, working conditions; lockout over failure to reach agreement—Settled by arbitration.
Three Montreal Cement Companies Montreal, Qué.	Int. Operating Engineers Loc. 791 Cement Workers Loc. 404 (AFL-CIO/CLC)	1,550	21,640	21,640	May 2 May 22	Jurisdictional dispute—Court judgement rejected certification demands of both unions.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days May	 Accumulated	Starting Date Termination Date	Major Issues Result
Exolon Company of Canada Limited, Thorold, Ont.	Chemical Workers Loc. 582 (AFL-CIO/CLC)	150	320	320	May 10 May 14	Grievance—Settled by mutual agreement.
Fiberglass Canada Ltd., Sarnia, Ont.	Oil Workers Loc. 9-14 (AFL-CIO/CLC)	500	1,000	1,000	May 14 May 16	Not reported—Not reported.
3M Canada Ltd., London, Ont.	Auto Workers Loc. 27 (CLC)	416	4,370	4,370	May 16 –	Wages & fringe benefits–
Westroc Industries Ltd., Clarkson, Ont.	Cement Workers Loc. 366 (AFL-CIO/CLC)	146	660	660	May 27 –	Wages & fringe benefits–
CHEMICAL PRODUCTS						
C.I.L. Usine de Salaberry, Nitro, Qué.	CNTU	383	5,750	10,950	Apr. 12 May 22	Suspension of group of workers–Settled by mutual agreement.
Electric Reduction Co. of Canada, Long Harbour, Nfld.	Steelworkers (AFL-CIO/CLC)	325	1,400	1,400	May 20 May 23	Not reported—Not reported.
Uniroyal Ltd., (Chemical Division), Elmira, Ont.	Steelworkers Loc. 13691 (AFL-CIO/CLC)	165	590	590	May 26 –	Wages & fringe benefits–
Construction						
Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	5,500	39,500	Oct. 17/73 –	Not reported–
Saskatchewan Construction Association, Various locations, Sask.	Various Unions	4,200	92,400	164,600	Apr. 1 –	Wages–
Construction Labour Relations Association, Province-wide, B.C.	I.B.E.W. Loc. 213 Plumbers Loc. 170 (AFL-CIO/CLC) & other unions	37,187	685,000	685,000	May 1 –	Wages, fringe benefits, work week cost-of-living clause–
Canatom Mon-Max Ltd., (at Deuterium of Canada Ltd.), Glace Bay, N.S.	Labourers Loc. 115 (AFL-CIO/CLC) & other unions	1,000	11,350	11,350	May 2 May 21	Firing of five employees—Settled by mutual agreement.
Ellis-Don Ltd., Ottawa, Ont.	I.B.E.W. & Plumbers (AFL-CIO/CLC)	150	450	450	May 8 May 13	Dispute over job jurisdiction–Return of workers.

RIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONT.)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days May	 Accumulated	Starting Date Termination Date	Major Issues Result
ansportation and Utilities						
RANSPORTATION						
*All-Trans Express Ltd., Burnaby, B.C.	Teamsters Loc. 31 (Ind.)	200	200	200	May 21 May 22	Delay in negotiations—Return of workers after anti-picketing injunction.
OMMUNICATIONS						
*Canadian Broadcasting Corporation, Montréal & Québec, Qué.	Broadcast Employees (NABET) (AFL-CIO/CLC)	125	250	250	May 7 May 8	Protest cancellation of a free-lance employees' contract—Return to work.
*Canadian Broadcasting Corporation Montréal, Québec & Chicoutimi, Qué.	Association des réalisateurs (radio)	180	1,410	1,410	May 9 May 19	Role of management and jurisdiction of producers—Return of workers.
OWER, GAS, WATER						
Nova Scotia Power Corporation	Various unions	120	600	600	May 13 May 20	In sympathy with workers at Glace Bay Heavy Water Plant—Return of workers.
ade						
Canada Safeway Ltd., Brandon, Man.	Retail Clerks Loc. 832 (AFL-CIO/CLC)	100	2,170	8,010	Feb. 8 May 7	Wages—Settled by mutual agreement.
The Ontario Produce Ltd., Etobicoke & Malton, Ont.	Teamsters Loc. 419 (Ind.)	328	4,590	7,540	Apr. 18 May 22	Wages, fringe benefits—Settled through mediation.
rvices						
EALTH & WELFARE						
Saskatchewan Hospital Association, 78 Saskatchewan Hospitals.	Saskatchewan Union of Nurses	2,384	2,380	2,380	May 6 May 7	Wages, term of contract & working conditions—Settled through conciliation.
Hôpital Sacré-Coeur, Montréal, Qué.	Services Employees Federation (CNTU)	1,100	2,750	2,750	May 13 May 16	Suspension of an employee—Return of workers when suspended employee taken back.
Hôpital Notre-Dame, Montréal, Qué.	Services Federation (CNTU)	2,229	6,370	6,370	May 16 —	Employees reclassification & other grievances—
Woodstock General Hospital, Woodstock, Ont.	Service Employees Loc. 220 (AFL-CIO/CLC)	150	380	380	May 24 May 29	Renegotiation—Return to work pending mediation.
St. Mary's Hospital, Kitchener, Ont.	Service Employees Loc. 220 (AFL-CIO/CLC)	400	400	400	May 27 May 28	Sympathy strike—Return to work after 24 hours.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1974 (PRELIMINARY) (CONCL'D).

Industry Employer Location	Union	Workers Involved	Duration in Man-Days May	 Accumulated	Starting Date Termination Date	Major Issues Result
PERSONAL SERVICES						
Nelson's Laundries Ltd., Vancouver, B.C. and Nanaimo, B.C.	Retail, Wholesale Union Loc. 580 (CLC)	165	830	830	May 27 –	Wages, fringe benefits–
MISCELLANEOUS SERVICES						
Mortifee Munshaw Ltd., Vancouver, B.C.	Teamsters Loc. 351 (Ind.)	170	2,890	17,170	Jan. 2 May 27	Not reported–Settled by mutu agreement.
Public Administration						
LOCAL ADMINISTRATION						
City of Kamloops, Kamloops, B.C.	Public Employees Loc. 900 (CLC)	275	6,090	18,860	Mar. 1 –	Wages & fringe benefits–
City of Cornwall, Cornwall, Ont.	Office Employees Loc. 452 (AFL-CIO/CLC)	78	310	970	Apr. 18 May 7	Wages, fringe benefits–Settle by mutual agreement.
City of North Bay, North Bay, Ont.	Public Employees Loc. 122 (CLC)	157	470	630	Apr. 30 May 6	Three lay-offs–Settled by mutu agreement.

*Federal Jurisdiction

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